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ABSTRACT

The successes and failures in balancing state and local control of public community colleges are explored in this collection of essays describing effective and non-effective coordinating and planning efforts. Vincent S. Darnowski explores the Connecticut community colleges' struggle with a centralized state bureaucracy. Sidney W. Brossman uses the California community college system to demonstrate the substantial investment by local taxpayers in the preservation of local autonomy. Harold James Owen, Jr. explores Florida's solution to the balance between state financial support and local control. Fred L. Wellman outlines a 'joint partnership' approach. William A. Koehnline discusses the place of the community college in a statewide network of coordinating and planning agencies. John C. Mundt notes the development of a new decision-making process based on the interaction of public sector interests. Elwood A. Shoemaker relates the responsibility for funding in Pennsylvania. George V. Moody deals with state and local decision-making. Philip J. Gannon reviews Michigan's developing methods for maintenance of autonomy. Andrew Hill reviews the literature concerning the state-local control issue. (MB)

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balancing state and local control

searle f. charles
guest editor

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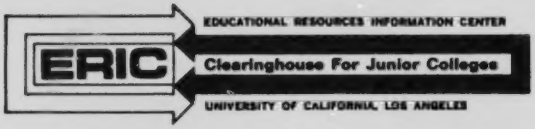

BALANCING STATE AND LOCAL CONTROL
New Directions for Community Colleges
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Searle F. Charles, Guest Editor

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editor's notes

Expansion in the control of public community college operations by various state agencies is of increasing concern to governing boards of public community colleges and their administrators. Encroachment on the traditional policy-forming and decision-making prerogatives of local boards of trustees, or even state governing boards, has been a discouraging force with which members of community college boards, members of various advisory councils to these boards, and presidents charged with the responsibility to operate the colleges are having to cope.

Public community colleges need state financial support for both annual operational functions and construction of facilities. In addition to partial or full support of community colleges, state governments are funding at least one major state university plus a number of state colleges and/or specialized colleges. There is continued strong pressure on every state governor and legislature for additional funding for a great variety of K-12 educational functions.

These intense pressures for state dollars mean that no state government in today's society can afford to provide financial support to public community colleges, whether state-governed or locally governed, without scrutinizing the efficiency with which each college performs, its location, and programs offered in its service area. It is amply evident, therefore, that coordination and planning between state government agencies and community college governing boards will be with us for many years.

The interest of state officials in public community colleges extends beyond their relationship to the actual appropriation of funds. State financial officials, the governor, and many members of the legislature are interested in having basic skill training, vocational training, and general education provided to the state's citizens. This is because the ability or inability of adults to meet minimum job qualifications relates to a state's unemployment level, the cost of its welfare programs, the level of business and industrial activity—the economy of the state. And a healthy economy for a state increases the state's revenue.

A governor or legislature may not produce all the funds needed by higher education; however, professional educators and board members must recognize that state officials usually perceive a direct relationship between a successful, vital program of educational services and the quality of economic, social, cultural, and personal living.

Combined with pressures from public and private educational organizations of a state are all the demands of various state agencies,

the latter frequently backed by strong citizens' groups, which often conduct a vigorous lobbying campaign for funds. These varied pressures, plus the desire of some individuals for better structure, have been fundamental in forcing the establishment of state planning and coordinating boards for higher education, particularly for public higher education. Many states have either a state-level planning and coordinating board for public community/junior colleges or a section within a state education office responsible for the coordination of public two-year colleges. The development and structure of such state coordinating and planning boards have been amply discussed in a previous volume of *New Directions* (no. 6, 1974), and in other professional education literature; therefore, the structure and functions of state coordinating and planning boards is referred to in these chapters only as it is essential to clarify the operational issues described.

Many state directors for community/junior colleges believe that the current and immediate future issue is not whether a state government should or should not participate in planning for and coordinating public community/junior colleges. The task that confronts local and state community college boards is that of providing cooperative planning and coordination that allow each public community college to have the variety in programs and community services needed to serve its region effectively, to respond rapidly to changing community needs, and to keep sufficient local control so that the feeling of vital, creative participation necessary to a vigorous, responsive community college is maintained.

While it may be difficult for many presidents of community colleges and chairpersons of boards of trustees—often engaged in unwanted interaction with central office staff of state coordinating boards for community colleges—to believe that state directors are vitally concerned about unnecessary interference, the fact exists, we are. More than many community college presidents and local board members, we realize the dangers of excessive state control of public community colleges, and we are more caught up in the reality that a major decision pertaining to a public community college or system of colleges can seldom be made unilaterally. In nearly every situation related to operational funding, construction, and academic programs, an action or decision by one or more state agencies outside the structure of higher education is required. More directly than any other state office concerned with public community colleges, we experience the processes required for action or a modification in planning that have such a negative impact on well-thought-out educational planning. Such interaction is, however, a part of our governmental structure, and of course, many state officials charged with a particular function work hard to be supportive and cooperative.

Our goal must be to keep the crucial educational decisions within the realm of the board of trustees and college administrators and faculty, while at the same time extending cooperation and providing interaction with officials of various state agencies charged by state statutes or directives of the governor to perform functions that directly relate to public community colleges. We must preserve local authority for decisions best made locally, while coordinating postsecondary activities so educational dollars and facilities are used effectively.

For example, in a state system of public community colleges, it is essential for college presidents to control the selection and recommendation of faculty and other professional staff rather than have this done by a state director or his staff, although the state board establishes personnel policies for all colleges in the state system. Likewise, it is essential for local governing boards to possess the initiative to suggest and implement new associate degree programs and community service functions, forcing a state coordinating board to produce facts that indicate a new program is not needed at a particular college.

Unfortunately, the evidence shows that, left entirely to themselves, independently operated public community colleges will not always plan and coordinate and enter into joint development arrangements as they should. State government interest legitimately follows state funds. Coordination in the planning and operation of state educational institutions has been, and is, advisable.

The major purpose of this volume of *New Directions* is to explore the successes and failures in balancing state and local control of public community colleges. The authors write of their own experiences and attempt to describe those processes that are effective in a state's coordinating and planning effort or that are ineffective and that lead to inefficiencies in the use of professional staff time and funds. It is hoped that these writings will provide insights that can help improve the relationship between state government and public community colleges.

Searle F. Charles
Guest Editor

Searle F. Charles is the executive director of the Board of Trustees of Regional Community Colleges, State of Connecticut. He served as chairman of the National Council of State Directors of Community Junior Colleges (1976-77) and was formerly dean and president of Eastern Connecticut State College.

Is it possible for a community college to achieve its objectives if its autonomy is severely restricted by state regulation? The Connecticut community colleges struggle with a highly centralized bureaucracy, with mixed results and a great deal of frustration.

the maze in Connecticut

vincent s. darnowski

The objective of this paper is to describe the medium in which the Connecticut community colleges operate—one which involves highly complex regulations, deep involvement of state executive office bureaucracy, and relationships between individual colleges, the Central Office of the Regional Community Colleges, and the State Board for Higher Education. Similar state boards of higher education certainly do exist. Community colleges, as well as other institutions of public higher education, must work with and to a degree through state bureaucracies. The particular concern in Connecticut is the need for interagency approval for virtually every college action.

The increasing involvement of the state legislative and executive branches in decision making raises the question of whether a public community college can achieve its objectives—set by a process of institutional consensus, administrative fiat, or central board policies—if it cannot maintain a degree of autonomy.

Chambers (1977) contends that "unhampered authority under state statutes to allocate and approve . . . total annual internal expenditures will allow internal decisions continuously to be made with the benefit of the special expertise of those who know the state and region, with reasonable studies always in progress." However, in the Connecticut community colleges, there is at least one president who each year establishes "survival" as one of his major institutional objectives for

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each year. The survival he speaks of is in the context of a bewildering assortment of decision-making agencies and levels that affect his institution.

control in a minor action

In March the decision was made to produce the student handbook at a Connecticut community college for the fall semester; it would be a formal 8½ × 11 inch booklet that could conveniently be put into a ring binder. For several years, a tabloid format, printed on newsprint, had been used. The coordinator of student activities had all necessary content, illustrations, and internal clearances in early April. The college purchasing department did all paper work immediately, but it was doubtful whether the handbook would be ready in early September for orientation because of the need for major involvement by a number of state agencies. Each of the following offices were involved:

- The Central Office of the Regional Community colleges: Purchase orders, bid forms, and requests for bill payment and related documents were either approved or relayed.
- The Budget and Management Division of the then Department of Finance and Control (now the Office of Management and Systems): The college budget was checked for allocation, fund availability, and whether expenditures were required. Both the Central Office and college had done such an analysis.
- The Purchasing Division of the Department of Finance and Control: The printing job was put out for competitive bid.
- The State Publications Office of the Department of Finance and Control (now the Department of Administrative Services): Materials printed by a state agency had to be approved according to a set of very specific guidelines on stock, print, inks, binding, spacing, and so on.
- The Standardization Committee: Selected heads of state agencies who classify and adopt standards for all materials, supplies, and equipment purchased by the state.
- The State Comptroller's Office: Paid the bill for printing the handbook after delivery was made the morning of the first day of orientation. (The handbook proved to be an excellent piece of work, useful and attractive.)

No one in all the agencies and offices was malicious or mean spirited. Everyone involved in getting this handbook out was doing a job, following detailed instructions set down in regulations generated by departmental directors or commissioners or secretaries.

The delay, frustration, and loss of control resulted from having

to cope with rules that were often developed to govern state agencies that have nothing to do with education, and applied by people who have no direct connection with the educational institutions. But the structure and governance of public higher education in Connecticut is complex, full of interlocking and overlapping relationships that were changing even at the time of the preparation of this chapter.

the structure of higher education in Connecticut

Prior to August 1, 1977, Connecticut public higher education included twelve regional community colleges, four two-year technical colleges, four state colleges, the state university, and the non-campus-based Board of Academic Awards. The university also had four two-year branch campuses.

Each of the five units had a separate board of trustees, and the Commission for Higher Education had responsibility for coordinating their efforts. Members of all boards and the Commission were appointed by the governor, with legislatively mandated student and alumni representation.

As of August 1977, the commission became the Board for Higher Education (BHE) with significantly more power and responsibility. At the same time, the Board for Academic Awards became more independent of the BHE but also subject, in 1980, to the review provisions of a sunset law. A new technical college was established, increasing the number of institutions. The structure of the boards remained intact with their powers somewhat circumscribed by the BHE.

The community colleges presently operate within the state's public higher education structure with a mandate and authority established by the General Assembly and a mission statement promulgated by the board of trustees. Section 10-326 of the Connecticut General Statutes provides for the responsibilities of the regional community colleges. Revised in 1975 through Public Act 75-100, the statute now states:

> Sec. 2. (a) The primary responsibilities of the regional community colleges shall be (1) to provide programs of occupational, vocational, and career education designed to provide training for immediate employment, job retraining, or upgrading of skills to meet individual community and state manpower needs; (2) to provide programs of general study including, but not limited to, remediation, general and adult education, and continuing education designed to meet individual student goals;

(3) to provide programs of study for college transfer representing the first two years of baccalaureate education; (4) to provide community service programs as defined in subsection (b) of this act; and (5) to provide student support services including, but not limited to, admissions, counseling, testing, placement, individualized instruction, and efforts to serve students with special needs.

This revision of the statute emphasizes clearly the desire of the board of trustees and the people in the system to provide strong community-oriented education. The question is whether the institutions can move in the directions laid out by the law without some autonomy in decision-making.

governance of the community colleges

The Program Review Committee Report on the Community Colleges in the State of Connecticut (Odegard and Groppo, 1974) was the fourth in a series of annual reports on operating programs to determine whether they were meeting original goals and budgeted objectives. This study pointed to three levels of governance in the community colleges.

The first of these was identified as the legislative and executive branches of state government. Ideally, governance at this level is indirect; laws enacted by the General Assembly and enforced by the executive agencies find direct application to the community colleges at other governance levels.

The second level of governance was identified as the Commission for Higher Education, now the Board for Higher Education. The commission had as its basic role the coordination of the various subsystems within the system of higher education in Connecticut. The BHE now has responsibility for establishing statewide policy for public higher education. Further, for the first time, a consolidated public higher education budget must be prepared by the BHE and submitted to the governor and the General Assembly. Long-range planning for the system, as well as approval of programs and facilities, are other BHE responsibilities. BHE must also review policy developed by constituent units to assure that responsibilities are fulfilled and that institutional policies are consistent with state policy.

The third governance level, theoretically the only direct one, consists of the Board of Trustees for Regional Community Colleges, the administrative personnel at each college and, in an advisory role, the regional council appointed for each college by the Board of Trustees.

The sixteen-member Board of Trustees is appointed by the governor and has responsibilities including the conferring of degrees and certificates, employment of faculty and staff, and selection of sites and leasing of facilities for the colleges. The board recommends budgets based upon requests and enrollment projections from the colleges, establishes program guidelines, approves personnel actions, and negotiates collectively with appropriate unions.

A professional staff is employed by the board to coordinate the efforts of the twelve colleges within board policy guidelines. The staff supplies information to the board to help it make decisions in areas such as budget, capital projects, programs, and personnel matters. This central office staff also collects information from the colleges for consolidation and submission to the BHE and the various agencies of the executive branch. The central office also serves as a conduit for passing forms, information, and requests to and from executive agencies.

The paragraph in the Program Review Committee report that introduces the role of the college administration in the governance chain is particularly telling as it recognizes external controls: "Administrators at the individual community colleges are generally responsible for the day-to-day operation of the colleges in accordance with guidelines from the other governing agencies. The community college presidents, deans, fiscal officers, or other administrators have *some* [emphasis added] authority to control the method of governance at the school. . . . However, their decisions are often subject to direct or indirect control by the board of trustees, the Commission for Higher Education, or other administrative agencies outside the educational realm, such as the Department of Finance and Control."

The preceding discussion of the three levels of governance may make things seem relatively straightforward. In reality, the authority and responsibilities of the various units are much more complex than statutory mandates might suggest. The new responsibilities given to the BHE by the General Assembly would appear to supersede or overlap those existing for the Board of Trustees. For example, a recommendation now can be initiated by the BHE to the General Assembly to change the tuition for the community college. Previously, a recommendation had to be made by the board of trustees.

disappearing autonomy

One cannot expect complete autonomy for a single college in a state system with a single board of trustees. Within such a system there must be common policies, common fiscal procedures, basic standards

for facilities, and so on. Some degree of autonomy is required to respond to local needs, but events and laws appear to be diminishing that autonomy where it exists.

In 1977, the implementation of the first collective bargaining agreement for Connecticu community colleges forced more commonality, uniformity, and loss of autonomy on the individual institutions. An article in the agreement listed the number of days of teaching and other responsibilities for teaching faculty, and a move toward a uniform academic calendar has developed. Until the 1977–78 academic year, one of the twelve colleges maintained a quarter calendar while the others had a semester structure; semesters ranged from fourteen weeks to sixteen weeks in length and included two four-day-week structures.

New degree programs must be approved and licensed through the Board for Higher Education. Until recently, one-year nondegree programs could be implemented after approval by the Board of Trustees; but now an approval process similar to that for degree programs, and which has taken two or more years to complete, will be required.

Although a large variety of agencies are involved with the administration of Connceticut community colleges, only four areas of operation will be described in detail: expenditure control, personnel, data processing, and facilities development. The justification for state involvement in each of these areas is economy of operation, but one cannot help but wonder whether a lot of money could not be saved by peeling away some of the layers of control.

*Expenditure Control.** The greatest controversy between Connecticut community colleges and state agencies centers on expenditure control. The argument comes down to two very strongly held conflicting views over expenditure or "pre-audit" controls. The administration and staffs of the colleges hold that there should be an increase in their responsibility, authority, and accountability for expenditures. On the other hand, personnel in the Office of Management and Budget (formerly the Department of Finance and Control), emphasize the need for their control even though they are far removed from the colleges in distance, commitment, and training.

Educators use the term *pre-audit* to describe a process in which people in agencies outside the community college system approve or disapprove a request for some action. This chapter will use the term *expenditure control* to describe that process. An audit is an examination, verification, or review of an action to determine its validity after the fact. "Pre-audit" contains an inherent conflict in terms.

*This section is largely taken from the *Program Review Committee Report on the Community Colleges in the State of Connecticut.*

No one will argue that it is inappropriate for state government to exercise control over the expenditure of state funds. The controversy centers around who exercises control at which stage of the expenditure process. The General Assembly controls the upper limit of expenditures by appropriating fixed amounts for defined purposes in the annual budget. Deficiency appropriations are also controlled by the General Assembly.

In Connecticut, appropriated funds are requisitioned in quarterly allotments from the governor. In addition, agencies are forbidden to "incur any obligation, by order, contract or otherwise" without the approval of the comptroller's office, which assures that "the proposed commitment is within the applicable specific appropriation and the budgeted agency has unencumbered funds sufficient to defray such expenditure."

The Connecticut state constitution mandates that the "comptroller shall adjust (resolve, regulate) and settle all public accounts and demands" (Article 4, Section 24), during which process the claims can be examined for propriety, legality, and accuracy. As a final check, the accounts of the treasurer, the comptroller, "each officer, department, commission, board, and court of the state government authorized to expend or contract for expenditure of any state appropriation, and of all institutions supported by the state" are post-audited by the auditors of public accounts to ensure that no "unauthorized, illegal, irregular, or unsafe handling or expenditure of state funds" is practiced or contemplated by any such agency (C.G.S., 4-63).

There are then adequate mandated safeguards built into the system to control the amount, propriety, and timing of expenditures of appropriated funds. However, the issue here goes beyond the realm of audit: It is the formulation of policy decisions regarding *the way* in which funds are expended.

For example, consider the college admissions director who determines that an excellent way to get the college message across is through high school counselors. He plans a day of activities, including a buffet lunch for thirty-five to forty counselors. With plans made and costs included in the year's budget, with full college approval, the appropriate request for expenditures is further approved by the board's central office staff. However, the luncheon never happens, and the college makes arrangements to change the length of the program or have its guests pick up the tab.

The reason for the change in plans is that the Department of Finance and Control decided that the expenditure is "inappropriate" and will not grant approval. Such rejections have been quite common through the years. Community colleges, among other public higher education institutions, contend that they should be allowed to make

decisions about how they expend their appropriations, within, of course, appropriate fiscal controls.

Historical Context. When the Connecticut state system of higher education was established by Public Act #830 of 1965, the constituent units of the system appeared to have authority for the expenditure of their appropriated funds. The state agencies cited elsewhere did interfere, but restrictions were only occasionally imposed and with little pattern and force. This situation continued until 1971, at which point a series of fiscal controls, stemming from specific executive orders, were very extensively implemented.

A letter to the commissioner of finance and control (January 6, 1971) placed restrictions on filling state positions, promoting state employees, out-of-state travel, and the purchase of equipment and state automobiles. Executive Order Number 1 (March 16, 1971) created a commission to study state government with emphasis on economy. Executive Order Number 9 further increased the restrictions to be enforced by the commissioner of finance and control.

The General Assembly continued a trend toward austerity and expenditure control. Appropriations to agencies, particularly those involved in welfare and higher education, were voted at austerity levels, and state employee salary increases were limited. The Appropriations Act (Special Act Number 1) of the June 1971 Special Session contained extensive sections describing the need for austerity measures and mandating expenditure controls (Sections 14-18). The higher education system was required to obtain the approval of the Finance Advisory Committee* in order to transfer funds between appropriations by Public Act 465 of that year (C.G.S., 10-328). At the time, the state was running at deficit levels, and expenditures had been exceeding revenues. However, although the units of the higher education system had not been overexpending their appropriations, they bore a heavy burden of the austerity measures and expenditure control.

In all of these moves to expenditure control, the community colleges were required to submit all fiscal transactions, including those under special, nonappropriated accounts and federal grants, to a number of agencies for approval. A single transaction might move through a total of ten steps requiring action by individuals ranging in rank from accounting clerk to agency commissioner.

A variety of other controls on budget expenditures also exist in the Connecticut structure. State statutes provide that in times of financial exigency, as determined by income and expenditure projections,

*The Finance Advisory Committee consists of the governor, lieutenant governor, treasurer, comptroller, and five members of the General Assembly, and has a number of authorities and responsibilities (C.G.S., 4-93, 95, 95a).

the governor may withhold up to 5 percent of the appropriation from a state agency. This has happened in the community colleges three times since 1971, most recently in 1975-76. Although budget forecasts in that year called for an $80 million deficit, the state finished that year with a $35 million surplus.

Another example of control is with federal vocational education funds. Vocational education funds are viewed as income replacing state-allocated tax dollars. Funds received for vocational programs at the community colleges are placed in the state's general fund as new income and not added to previous allocations from the General Assembly.

Expenditure controls applied to the Connecticut community college system have been the subject of much criticism. For example, the Commission for Higher Education, in its *Master Plan for Higher Education in Connecticut 1974-1979* (1974), made unequivocal statements concerning the pre-audit or expenditure control function. It remarked especially that "chief administrative officers and boards of trustees, who are familiar with an institution and accountable for its success, can contribute greatly to the institution's cost effectiveness if they are allowed to make allocation and spending decisions" (p. 129). Resource Group VIII, in a discussion paper on finance prepared for the commission, stated that "current policies of pre-audit controls of institutional spending by the Department of Finance and Control interfere with educational decisions and prevent the continuing improvement of management competence at the institutional level" (p. 64).

As a result of this information, the commission has recommended that the "Governor and General Assembly provide broad spending guidelines to the constituent units of public higher education, to be monitored and controlled by the Board of Trustees and the administrative officers of each unit, and that unnecessary pre-audit controls of day-to-day institutional decisions by the Department of Finance and Control be discontinued." No action has yet been taken.

Concern about pre-audit and noneducational intervention is not limited to state governing bodies. The Commission on Institutions of Higher Education of the New England Association of Schools and Colleges, in a letter to the executive director of the board of trustees concerning the accreditation of Mattatuck Community College, made this quite clear. M. Evans Monroe, chairman of the commission, stated two major concerns directly aimed at the pre-audit and intervention problem. The first was that "the Commission is gravely concerned about the apparently unwarranted intrusion of noneducational state officers and agencies into matters normally and properly reserved to the individual educational institution or its Board of Trustees." Monroe also stated that "the Commission is further concerned about

the evident rigidity and inflexible nature of state fiscal and personnel policies and practices, which inhibit the timely and orderly operation of institutions."

Personnel. Of necessity, personnel policies for twelve community colleges under a single board of trustees must be uniform in content and application. For the Connecticut system's classified (clerical, custodial, nonprofessional) staff, the matters of hiring, promotion, and dismissal are all handled through the state's civil service system. For the unclassified professional (teaching and administrative) staff, a unified set of policies was first adopted in 1970, revised in 1974-75, and supplemented by a collective bargaining agreement effective July 1, 1977, through June 30, 1979.

Civil service procedures simplify, to a degree, the process of bringing on classified staff, although they remove a considerable amount of autonomy. The procedures are well known and generally yield results with time. The greatest problems arise (as they do with unclassified appointments) when approvals for filling positions are slowed down or frozen for a variety of reasons.

Position control begins with the approval of the state budget. The maximum total number of positions for each agency is fixed in that document as well as the maximum number of dollars for the agency. Faculty position allocations are calculated on the basis of total student contact hours divided by the number of student contact hours per faculty member. Other positions are determined on the basis of past experience and the ability of those working with the budget division, the governor's office and the General Assembly to convince them that the positions and the programs they support are important.

The college, or the system, may not exceed the number of allocated positions even though general fund dollars are available. Positions funded from other than state tax sources are, of course, exempt from the count but not from the processing.

After a college has selected a person to fill a professional position the president recommends, the board approves, and the paper work begins. Up until two years ago, the position to be filled had to be established by passing Form 14 through a number of offices to have the college budget checked, the content of the job description checked, and—eventually—a payroll number assigned. This checking function has now been assumed by the Central Office of the Regional Community Colleges. During the period that control was in the hands of other than college agencies, personnel actions approved by the Board of Trustees could be held up, turned around, or aborted by any one of three state offices outside the higher education structure. Recently, an embezzlement of college funds occurred at South Central Community College (New Haven) while vacant positions existed for several weeks,

awaiting clearance in the state's personnel machinery. This event resulted in the elimination of approval by Finance and Control of classified appointments, as long as positions are filled at the same salary level and job title.

Collective bargaining was significantly complicated when the state declared that it was the coemployer of professional higher education staff. The community college board of trustees found itself with the same negotiation consultant firm as all of higher education although it had recommended a contract with another. For negotiations, in matters of educational policy the board had autonomy, but economic policy was shaped by the state. The result was a longer period of negotiation than was probably necessary, and a training session for the chief negotiator from the consulting firm.

Data Processing. Legislators rightly ask for better information on students, spending, faculty loads, and program costs. There is little disagreement that a good management information system should be sought and that college managers need better tools for planning. But again, the layers of decision making and conflicting interests of various agencies have worked against the achievement of reasonable objectives.

Until February 1977, four of the community colleges had student data processed through a single service bureau. Prices began to rise as a result of a variety of programming and supply cost increases. When it came time to rebid to see if a lower cost could be obtained, state data processing, the central office, state purchasing, and the data processing arm of the Commission for Higher Education all became involved. The final decision was in the hands of the system's central office, where it was determined that:

1. The data processing specialist in the central office would have operational responsibility for a service bureau operation for the four colleges.

2. The system to be used would be that implemented by the previously used service bureau—after the dispute over who owned the programs was settled. Modifications of the system would be accomplished by a part-time systems analyst who would also operate the system.

3. Equipment to be used for running the service would be that at the University of Hartford, a private institution, on weekends.

The goal of this approach was to have the analyst eventually pull together several systems and develop a single community college system. This would be run at the University of Connecticut, and each college would have remote job-entry capacity. That goal is still far from realization.

Eventually all is to tie into a higher education management system. Under the auspices of the Commission on Higher Education,

planning for such a system began in 1971. One of the most familiar complaints from legislators at budget time was that they did not have sufficient, consistent, reliable data on higher education on which to make decisions. They made this even clearer when they included development and implementation of an MIS as a mandated responsibility of the reorganized BHE in 1977.

The MIS is still largely a matter of planning. Although a report on committee deliberations (1973) was issued, there has been little action. At this time parts of the Western Interstate Commission for Higher Education (WICHE) system are being hammered into shape. The major reason for delays is probably that the legislature has not seen fit to provide needed funding. Another reason is that the leadership of the commission, as well as its name and nature, has changed rapidly over the past three years.

In addition, a data processing function was expanded in the former Department of Finance and Control. Today, if a college wishes to have a staff change in data processing, add equipment, or make a move to or from a service bureau, this agency must give its approval. This continual buildup of decision-making layers is reminiscent of the growth of barnacles. There is life, of a sort, which changes the appearance of things but largely serves to slow things down.

Fiscal information, at most of the state's community colleges, is largely processed by hand. A recent development has been the availability of the State Agency Appropriation Accounting System (SAAAS), which will provide means for retrieval of budget information and business transactions from a computer in Hartford. Input/output is through a teletype terminal at the college. Although seen within the state as a definite breakthrough, the system is yet to be proven. It was not designed in consultation with the colleges or specifically for them, but does handle basic state accounting procedures.

Facilities Development. Four of the twelve Connecticut community colleges have permanent facilities, while the remainder are in leased facilities. The permanent facilities range from one permanent set of buildings to a higher education center that will eventually house a technical college, a two-year branch university, and a community college. Included in the permanent facilities are the converted shell of an industrial building and the former headquarters of an insurance company. The leased spaces are largely former industrial, factory, or business properties.

A variety of proposals for permanent facilities development have been approved and submitted by the Board of Trustees to the next levels of state approval. It is in the matter of facilities that the Board for Higher Education, and its predecessor commission, have had the greatest direct impact on the community colleges. The BHE

has veto power over facilities development as well as the ability to delay matters. Concern over the impact on private institutions, particularly among members of the former commission who represented such institutions, was one reason for many delays. The BHE is not supposed to have such membership, although many members have had recent ties to private higher education.

For example, in April 1974 the Board of Trustees approved a resolution to expend over $6 million in appropriated bond funds for the acquisition of a site, planning, and construction of facilities for the smallest of the Connecticut community colleges. At the time this is being written—March 1978—the process of site acquisition has not yet been completed. An outgoing state administration pulled the approval of bond fund release from an agenda to allow the new administration to make its own decision. What resulted was the need to again convince everyone from the governor on down that the project was worthwhile, show that certain sites were not viable, and get the item back on that agenda. The delays appear inexplicable but a recently appointed commissioner appears to be determined to wrap things up.

The steps beyond the Board of Trustees for Regional Community Colleges for facilities approval and development include the Board for Higher Education, the Department of Public Works (now within the Department of Administrative Services), the Office of Planning and Management, the State Properties Review Board, and the Bonding Commission. The involvement of the above agencies assumes that funds have been allocated by the legislature after having been recommended by the governor, and that contracts have been approved by the attorney general.

It is not only with permanent facilities that problems and delays can be encountered. A college with temporary facilities found expensive space that had only 37 square feet per full-time-equivalent student. The president proposed and the Board of Trustees approved purchase of two 10- by 60-foot trailers, one to be paid for with nontax funds. The State Properties Review Board declared that it did not approve of temporary trailers and rejected the request. The General Assembly was not appropriating funds to construct a permanent campus for the college. Caught between opposing forces, the college and the central office staff kept trying and after the better part of a year obtained clearance from the governor to buy the trailers.

the pros and the cons

This chapter should not be seen as just a matter of hanging out Connecticut's dirty laundry. It is an attempt to show how complex state-college relations can become when a state bureaucracy gets into educa-

tional matters in the name of efficiency. The implicit bias has to be clear: Control of college activities through fiscal, personnel, and other checks by people at a distance does not make sense. Substitution of the judgment of various state commissioners for that of trustees or administrators on the spot is an invitation to confusion and delay and not a step toward excellence. In almost every instance, there is an increase in costs to the taxpayer as there is less efficiency in decision making.

The conclusions reached by the Program Review Committee (1974) point in much the same direction:

1. There are various authorities and responsibilities mandated to the Board of Trustees for Regional Community Colleges or the Commission for Higher Education which are, in reality, meaningless due to intervention from controlling agencies.

2. Educational decisions are being made by expenditure control personnel with little, if any, expertise in the educational field and little knowledge of situations at the individual schools.

3. Expenditure controls are not applied with consistency.

4. Expenditure controls create time lags and reduce flexibility in planning and operation.

5. Expenditure controls as currently practiced can easily be arbitrary or political in nature.

6. Expenditure controls as currently practiced are not truly economical or efficient.

The state agencies, which were, interestingly enough, referred to in the Program Review Committee Report as "controlling agencies," put their arguments forward as:

1. The agencies have a broader view of the state's economic situation and planning efforts, and are better able to make expenditure decisions in the light of this broader view.

2. Expenditure controls are a further check on agency overexpenditures, thus lessening the likelihood of deficiency appropriations that may exceed revenues.

3. Expenditure controls make it easier for the executive branch to monitor spending, especially during periods of economic change or uncertainty.

These controlling agencies were granted widespread powers and authority on the basis of the general powers mandated to the executive branch of state government and by executive orders and other communications from the office of the governor. These powers, which are not clearly mandated by the General Statutes, made it all too easy for control agencies to assume a position of superiority over the community colleges.

The end result of a system of control such as that in Connecti-

cut can be a feeling on the part of college administrators that their power to make decisions is meaningless in the face of the overwhelming power of various agencies to contradict them. It would not be unreasonable to expect normal people to react by *not* making these decisions and by passing on all requests, resigning themselves to whatever result occurs "up in Hartford."

The greatest damage that can be done is that planning can become a meaningless exercise because the planners, community college administrators, and the Board of Trustees cannot be sure their plans will be implemented, even if they are initially accepted by the General Assembly and the governor. From the point of view of the General Assembly, the governor, and eventually the public, evaluation of the activities of the community colleges becomes difficult because there is no defined line of accountability. If the community colleges are failing to fulfill their objectives, is it the fault of the college administrators, the Board of Trustees, or the Department of Finance and Control? And if they are succeeding, who should get the credit? These questions cannot be fully answered because planning, decision-making, and accountability are diffused among many agencies.

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A major factor in the preservation of local program autonomy is the substantial investment by local taxpayers in their community college.

fiscal and operational autonomy in California community colleges

sidney w. brossman

Perhaps the greatest concern prevailing among California community colleges—the largest system of higher education in this country—is the future relationship of the seventy local governing boards to the state. The perception in California—which may not be correct—is that the state's historic dependence on local boards to manage and control these colleges could be endangered. This concern has always existed in California, but with changes in state agency personnel and board members, and with dramatic local property tax cuts impending, a logical net result could be a greater exercise of state power at the expense of locally elected boards.

When the state's Board of Governors of Community Colleges was formed in 1968, there was justifiable concern about the impact on responsibilities of local boards. The early state board carefully protected the system of local governance in California, but today the intentions of state agencies are not as clear, and there is renewed concern among local boards. Acting according to statute, the California Postsecondary Education Commission is more involved in program, course, college, and center approvals than its predecessor, the Coordinating

Council for Higher Education. The State Department of Finance, also acting according to statute, is deeply involved in fiscal and management audits and in recommendations to the governor involving the community colleges. Some legislators are now suggesting that state responsibility for vocational education be centered in another, new state agency. Also, the state's struggle to solve its problem of high property tax, which accounts for about half of all financial resources of the community colleges, could lead to a shift from local responsibility to state power.

How did all this come about?

Although community colleges in California have existed since 1910—known then as junior colleges—one of the most important events in the history of these institutions was the development of the Master Plan for Higher Education in 1960. As a result, the tripartite system of public higher education in California—universities, state colleges, and community colleges—was created, and community colleges formally became a part of higher education. The functions of the three segments were delineated, and the Board of Trustees of the California State Colleges (later changed to the California State University and Colleges) was authorized; then, in 1968, the Board of Governors of the California Community Colleges was formed. The Coordinating Council for Higher Education was created, with representatives of the community colleges participating for the first time in a statewide body. (The council's functions were subsequently taken over by the California Postsecondary Education Commission.)

The year 1960 was one of promise: California was recognized as the national leader in governance of higher education, other states began to establish their own versions of coordinating councils and to delineate the functions of institutions of higher education. The comprehensive California community college became a model across the country.

One of the most significant results of the Master Plan is that it helped to preserve the essential characteristics of the community colleges: two-year institutions, locally controlled, with comprehensive campuses offering occupational programs, adult and continuing education for all members of the community, academic transfer programs, and general education and preprofessional programs, with heavy emphasis on counseling and student services. These are roles that increasingly became community college functions throughout the nation.

One of the most important developments since the Master Plan was the growth in enrollments in California's community colleges, well beyond all projections, and almost 50 percent beyond the Master Plan

estimate. In 1960 these colleges had an enrollment of about 340,000 on sixty-five campuses. By 1965 the figure increased to almost 550,000 (a phenomenon that led some to think about the establishment of a separate board for the community colleges). By 1973 the figure had jumped to about 930,000, or the equivalent of well over 600,000 full-time students. Since 1960, community college enrollments have increased more than 200 percent, and this year these enrollments are over 1,300,000.

Higher enrollments created a financial squeeze and the need for expanded facilities, additional campuses, and adequate capital outlay funds. During that period of growth the new state board and staff instituted new programs and monitored standards and requirements, all in close consultation with the colleges themselves. The state carried out all new programs mandated by the legislature and assumed the responsibility for community colleges formerly held by the State Board of Education, but the role of local boards was carefully preserved and strengthened.

One of the very early actions of the new Board of Governors of Community Colleges was to remove state-mandated courses for the associate arts degree. The intention was to give local boards maximum latitude in revision of requirements for degrees, including consideration of experience and self-education. During that time the Board of Governors was heavily involved in approval of additional community college campuses, research and data-gathering, credentials, district organization, operational finance, capital outlay, facilities planning, ethnic programs, apprenticeship programs, continuing education, occupational training, education program approvals and master planning, interstate district cooperation, utilization standards, cost and construction standards, and other planning and service functions. Local boards survived this state activity because of the careful delineation of functions between the state and local authorities.

In those years that system of governance of the community colleges was demonstrably successful by any standard. The early state board members and staff recognized that the genius of the community college was its relationship and responsiveness to local communities. The people of California had a direct impact on what went on in their community colleges, and they felt a part of these colleges. Local control led to healthy diversity and innovation.

Local management of community colleges must be maintained if these colleges are to remain true to the basic reason for their existence. This means that state agencies, while carrying out their state roles, should in no way diminish the responsibilities of local boards.

One of the most far-reaching changes in the nature of students attending public community colleges, and one to which each college

must remain locally responsive, is the great number of adults aged twenty-five to forty-five who want to improve their job skills or obtain a broader educational background. One reason for the increased number of adults in higher education is the constantly changing job market, with an increasing number of women entering the work force and competing for available jobs.

Many state officials and legislators understand the direct relationship between unemployment and the lack of vocational skills being taught. While it may be true that by the mid-1970s this nation had an oversupply of bachelor's degree-holders, it is also true that millions of Americans are still not adequately educated to hold jobs requiring an associate degree or less. The need for basic verbal and mathematical skills and postsecondary vocational education is forcing the state to realize that more attention must be given to all aspects of adult education, and there is an increase in state agency interest in services rendered by community colleges.

Since 1960, when the Master Plan was developed, occupational education enrollments in California community colleges have gone up 265 percent, a much faster proportionate rate than all other community college enrollments. In 1964 the percentage of students in occupational education was 42 percent. This rose to 58 percent in 1968, and since then has gone up to 62 percent.

California's community colleges are also performing a significant and economical function of providing programs for transfer to four-year institutions. There is no question about the high quality of these programs. All evaluations have consistently shown that community college transfer students perform as well or better academically than so-called "native" students in universities and four-year colleges.

If higher education in California, or in any other state, is to work, each part of the system must be an equal partner. The smooth and equitable transfer of students from community colleges to four-year institutions is an absolute necessity to the functioning of the higher education system. Any capricious constraints on transfer of community college students would render the Master Plan almost meaningless, would hamper the educational progress of students, and would significantly increase the cost of higher education.

Community colleges have consistently requested equity with native students for transfer students. Any reexamination of the governance of higher education should determine whether all transfer students from a community college are afforded equality with students who have completed their lower-division work in universities and four-year colleges. This means equal treatment in registration procedures, equal access to majors, and equal criteria by which students move from

lower division to upper division. Moreover, studies should consider whether any requirements for grade-point averages should be imposed differently on native and transfer students.

Until 1973 the community colleges in California were concerned that recommendations in the Master Plan for financing community colleges had not been implemented. The Master Plan recommended that fifty thousand students be diverted from the university and state colleges to community colleges, and that state funding for community colleges therefore be increased to 45 percent. The community colleges absorbed a great deal more than fifty thousand additional students, but until 1973 the state percentage of support remained about the same: approximately 33 percent. The rest was provided largely by local property taxpayers.

Shifting these students from state-supported four-year institutions amounted to a transfer of about $30 million a year from state financing to local financing. The cost per full-time student in a community college was about $900. Of that, the state provided only about $300, leaving about $600 to be paid by local property taxpayers. California's community colleges could not have survived for long without a greater share of financing from the state.

Because of this critical need and because of issues such as the *Serrano* v. *Priest* case and changes in the age of majority and in residency requirements, state leaders in California changed the financing pattern of community colleges. Starting in 1973, the legislature has increased state support for community colleges to 42 percent. This legislation provides for additional funds for community colleges, including funds for property tax rollbacks.

Earlier, there had been no provision in law for annual increases in apportioning state funds to community colleges, and such a procedure was needed to provide at least some minimal stability. Ample evidence was developed that consequently the real level of expenditure per student in California's community colleges had declined markedly during the past two decades. The new legislation not only provided a higher base, but also included increases per average daily attendance for succeeding years. In addition, the loss of some federal funds was recouped by the community colleges from local property taxes.

Another area of distinction between state and local authority is that of capital expenditures and facilities planning. Each community college should not be planned in the same way and for the same number of students, since each region has unique characteristics and needs. While the early state board approved capital outlay for the community colleges, it did not attempt to take over the planning of facilities. As a result, there was an acceptable delineation of functions at the state and

local levels in this area, and this has been fundamental to the success of the California community colleges.

Since their existence depends upon it, community colleges make concentrated efforts to reflect the needs of their own local communities, and local boards should be as free as possible from state restraints. Every community college should *not* have identical goals and priorities. To do so would ignore the role of community colleges and would neglect the differing needs of more than a million community college students and their communities.

The great strength of the community colleges lies in their boards of trustees, elected locally and accountable to the people of their communities. It is they who decide matters of college budgets, salaries, curriculum, local governance, management, and supervision. Each of California's seventy community college districts has five or seven trustees who are legally empowered to govern their district; some districts have one college, while others are multicollege districts with up to nine campuses. This arrangement of state and local sharing of functions has worked well, and these delineated functions of local boards of trustees account for what is known in California as "local control."

In the area of personnel the state has wisely left the matter of hiring and assignment of personnel to local management. Instead, the state board concentrated on streamlining the credentialing operation, making credential requirements simpler and less rigid and costly, leaving more decisions up to local boards.

The continued success of the California community colleges is directly related to the ability of local boards to remain free from overly ambitious state agencies. Vigilance is constantly needed. The desire to extricate local administrators from increasing numbers of hours devoted to collective bargaining may, for example, move the locus of control closer to the state. A uniform state salary schedule may someday relieve local boards and administrators of this burden, but the price could well be a shift from state coordination to state control.

Virtually every important development in community college education is the result of innovations stemming directly from local boards being free from state uniformity. By concentrating on the first two years of college and by emphasizing counseling and teaching, local boards have developed and implemented a large number of innovations. Many new ideas being discussed in higher education today have already been in effect in the community colleges for a number of years. For example, California community colleges have been using "classes without walls" and autotutorial labs for years. Also in use are multimedia centers and classrooms; instructional television; cooperative education, including various forms of work experience at the sites of

employers; storefronts, satellites, and other off-campus learning centers; mobile advisement centers and classrooms; short courses incorporating residential weekends; and concurrent enrollments.

Two modes of closed-circuit TV are now in use: videotapes piped in on order from the campus TV center to the classroom, and instant taping and replay facilities allowing students in various training situations to view themselves in the classroom.

Apprenticeship programs and community service programs are in wide use in California, probably more so than in any other state. Community services include educational, cultural, and recreational programs that meet community needs beyond the normal confines of the college's instructional program. These are fully supported by local districts without any financial aid from the state. These informal learning alternatives provide opportunities for all ages and educational levels of the community's citizens.

Experimental colleges have also been started on some campuses. Students suggest courses. The college supplies rooms and credentialed instructors, approves the courses, and gives credit for them. If the course attracts enough students and has appropriate content, it may be made part of the regular curriculum. Another innovation is the use of "contracts" allowing students to study full-time on one subject for a short period, take the appropriate examinations, then go on to another contract.

The increased use of all these innovative forms of alternative higher education in California will continue only if there continues to be a clear policy of leaving local boards with the responsibility of managing the destinies of their own communities' colleges. Much will be determined by the action of the governor. If he or she expresses confidence in California's historic system of local governance, then the Department of Finance will have to be guided and restrained accordingly. The legislature's role is also important. If it continues to place major program and fiscal responsibility with its own constituents—locally elected board members—then the California Postsecondary Education Commission will continue to be an advisory agency, not a control and regulatory agency. And the current state board—even with its new board members and staff changes—will be required to adhere to its statutory injunction of carrying out its responsibilities while insuring maximum local control.

If California voters reject perennial attempts to strip local boards of property tax resources, then the state will have no reason to impose greater state control over the colleges. But if financial resources for community colleges are shifted dramatically from local to state level, then there will inevitably be a shift of functions from local to

state level. A major premise in the preservation of local autonomy is that there must be a substantial, direct investment—not by the state—but by local taxpayers in their community colleges. If that is ever changed, so, inexorably, will be the role and governance of these institutions.

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More financial support by state government for local community colleges need not result in additional state controls.

balancing state and local control in Florida's community colleges

harold james owen, jr.

Many people speak out against the drift toward increased state control where local control of community colleges formerly existed or was the norm. A number of people associated with public community colleges claim that greater dependency on state fiscal support will lead to state control. In reality, this need not be the case. Florida is an example of this, as stated by Lou Bender (1975, p. 56): "Florida, for the past five years, has quite successfully demonstrated that full state funding of operating and capital costs can be put into effect while leaving institutional policy jurisdictions with a local board of trustees and maintaining a coordinating state structure for community colleges."

This coordination role for the Florida State Department of Education, Division of Community Colleges, has been well laid out by Lee Henderson, the state director of Florida's community colleges. Henderson believes Florida has balanced state support in cooperation with local governance under the twenty-eight local district boards of trustees.

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the changing scene

Historically, the community colleges in Florida had their genesis under the governance of the local school boards for the counties they served. Then, in 1968, the control shifted to local district boards of trustees and by 1970 funding had been shifted to 75 percent or more state support with the remainder coming from student fees and federal sources. From time to time the legislature and the State Board of Education (SBE) have reemphasized in law and regulation their support for local control for Florida's community colleges. While this reaffirmation of local control has been occurring, however, other factors have also emerged: (1) The population of the state has grown. (2) The average age of the population has increased. (3) The annual FTE statewide enrollment in the community colleges has grown in 1977-78 to 175,000 FTE (about 525,000 students), but due to inflation, the revenue of the state has not been able to keep up with this growth. (4) Legislators have been reluctant to tax any significant untapped revenue sources. (5) Enrollment, which had been growing by leaps and bounds, began to level off, a fact that has had a negative effect on funding formulas based on enrollments. (6) New clientele are demanding to be served.

Countervailing forces have balanced any drift toward state control. Beyond the fact that statutes and regulations have continually emphasized the role of the local district board of trustees, the strong tradition and the distinctive philosophy of the directors of the Division of Community Colleges has been significant. Florida has fortunately had only two state directors for community colleges in more than two decades. Both have continually felt that major decisions can best be made at the local level and that coordination does not have to mean sameness or require standardization among the institutions.

pressures against local control

A great many factors have threatened continued local control for Florida's community colleges in the last several years. Some legislators and others in state government have called for standardization to reach a "quality" performance level. Further, some legislators have asked why control at the state level should not follow the funding source.

Other factors impinging on local control are:

The Administrative PROCEDURES Act, Ch. 120, Florida Statutes, has affected all state and local agencies. Any rule, fee, degree program, or major catalog change requires a public hearing preceded

by an advertisement of twenty-one days prior to the hearing. No one really disagrees with the intent of keeping the population informed prior to the establishment of new administrative rules or regulations by state or local agencies, but the paper work, red tape, and delay this act causes the colleges are enormous, and local control is weakened because of the costs and excessive time required for compliance.

The Equal Access/Equal Opportunity program as established in Florida as a response to the *Adams* case has been embraced by Florida's community colleges. The goals for admission and employment of women, blacks, the handicapped, and other minorities are laudable and great progress is being made by the community colleges. However, this program requires extensive semiannual reports and many colleges point out the cost of compliance and the fact that outside agencies—in this case HEW and the federal courts—are impinging on local control.

The Technical Program Review procedures recently inaugurated have been developed under the standards of accountability found in SBE Rule 6A-14.61. These standards call for accountability by each college and assign to the director of the Division of Community Colleges the role of technical review of all new programs of study. While the district board retains the ability to establish any program it deems appropriate, the findings of the division's technical review must be presented to the board prior to and along with the discussion of each new program.

The Public Employees Relations Act of 1974 represents another instance where an outside force impinges on the local board. Florida is basically the only state in the South at this point with a comprehensive labor-management relations act covering all public employees, both state and local. The provisions of this act involving collective bargaining elections and contracts have a direct effect upon the organization, procedures, and personnel policies of a local institution.

The Management Information System (MIS) in Florida's community colleges is well developed and functioning well. Much of the data gathered through this system are helpful to the management of Florida's community colleges. So much information is gathered and disseminated that the data are often used in ways that were not intended. Furthermore, the data are often not arranged exactly the way some other agency of state government wants it, resulting in further surveying or rearrangement of the data. The need for further data to answer questions raised by the initial data regularly adds cost burdens to the local institution. The information gathered provides the basis on which the state may provide more direction to local institutions, and such data may lead to future legislative controls.

Community Instructional Service (CIS) programs help thou-

sands of Floridians deal with problems of health, safety, environmental concerns, governmental difficulties, and family and child rearing. However, because some community colleges improperly offered avocational and recreational courses under this community instructional services category, the legislature threatened to end state support for the entire program. Through a compromise, the program was allowed to continue, with state control to discourage abuses. Now the identified problems to be addressed and the courses proposed must be reviewed by the State Department of Education, which rules on whether the courses address the problems. In addition, regular reports showing fees and enrollments must be filed, and most of these reports are subject to audit by the auditor general.

The Auditor General is the independent legislative auditor who evaluates all agencies receiving state funds on an annual basis. Everyone recognizes that auditors should be diligent in the performance of their duties and uncover misappropriation of funds and wrongdoing wherever it exists. However, several community colleges feel that the audit functions have been misused. Rather than ascertaining whether or not funds have been misused, the audit has become a detailed performance audit of state law, regulations, and all local rules and policies. In some cases the audit has intruded into the decision-making role of the local board of trustees with far-reaching inquiries and subjective judgments against continuing to meet a problem in a particular way or by a particular procedure.

Through *proviso language* the state legislature in the appropriation bill providing support for community colleges may incorporate language that says in effect: You may spend the funds appropriated provided you do not do this or that. Some feel this is a "side-door" method of reaching a goal locally that should have been introduced and debated as a regular part of the legislature's policy.

In the *area of occupational programs,* the State Department of Education distributes federal vocational education dollars to approved individual vocational projects, with funding based on an overall entitlement established by state formula. This process limits the local board in that the board has little latitude to expend these funds. Further, under the program planning process, the Department of Education specifies the needs assessment factors by which the need for new occupational programs will be judged. In addition, the Division of Vocational Education and the Division of Community Colleges are working on a mandatory program review process, which in the future will likely be utilized for the evaluation of all occupational programs in community colleges.

Guidelines development provides a fertile field in which Department of Education staff may potentially impinge on local boards by

writing guidelines for certification, placement and follow-up accountability, or personnel retention. These guidelines expand upon the language or scope contemplated by the legislature or the State Board of Education when a rule is originally developed. This may happen if sufficient opportunity is not provided for institutional input.

The overall data gathering and reporting requirements to meet the needs of the various agencies with which a community college works have become burdensome. A recent report completed at Florida Junior College at Jacksonville indicates that 161 different recurring reports for state and federal agencies are required every year. The time and personnel required to gather and report the data are tremendous. State and federal agencies have been made aware of this problem and steps are being taken to consolidate many reports. Nonetheless, these requirements are time consuming and often hinder the local board in doing its job and meeting local needs. The availability of more information about individual institutions at the state level also provides the vehicle for increased state control.

opportunities for local input

If one travels from Pensacola to Key West across Florida, one sees many distinct communities with a variety of local needs. The continual attempt to meet unique local demands and needs has become the hallmark of Florida's twenty-eight community colleges. Continuing to meet these needs in a period of diminishing resources is a great challenge.

Let us look at several recent developments that give local boards maximum flexibility in carrying out their assignments. In most cases this is achieved through task forces, committees, or councils that have strong institutional input. These enable institutions to be accountable and adhere to acceptable standards without becoming standardized.

Accountability standards are being implemented this year in Florida's community colleges in the areas of needs assessment, student goals, personnel decisions, equal access and equal opportunity, program planning, program evaluation, and the differentiation between policies and procedures. These guidelines will provide a maximum degree of flexibility for each local board to show accountability in each area without a prescribed format.

Articulation between community colleges and state universities has been improving steadily for two decades in Florida and has now reached an enviable level. Much of this success can be attributed to the Articulation Coordinating Committee, which includes two representatives from the State Department of Education, staff from the office of the commissioner of education, and personnel from individual institu-

tions. The plan gives each community college the ability to develop its own graduation and general education requirements for transfer students and requires the state universities to accept the general education requirements and the completed Associate in Arts degree as well as to admit the students as juniors.

Coordinating councils for vocational-technical, adult general, and community instructional services programs are mandated for each community college district. Since public schools, community colleges, and state universities are encouraged to resolve issues through this process, many concerns are settled in a local environment. The operation of coordinating councils on a local basis to solve local or regional problems has been successful in many areas of the state.

The common course numbering project began in 1971. About fifty thousand courses from all community colleges and state universities were reviewed over several years, principally by faculty member discipline-based task forces. Because institutionally based faculty participated in a comprehensive review process, the course numbering system will be reasonable for most community colleges to implement. The most vocal opposition to this program has come from state university faculty and administrative staff. They fear an intrusion into their academic disciplines and that someone will tell them what courses to teach.

Four representative councils with appropriate standing and ad hoc committees provide much of the planning and coordination for the Division of Community Colleges each year. The councils of presidents, instructional affairs, student affairs, and business affairs are composed of representatives from each institution, and meet regularly throughout the year. They provide for a constant opportunity for local input into the overall coordination of the institutions as each council develops annual goals and objectives. Other committees for SBE rules and for staff and program development function similarly, with continual participation on the part of local institutions.

what does the future hold?

If one reviews the eleven pressures impinging on local control as well as the five examples of opportunities for local input, it is clear that there is an ongoing balance constantly being struck between state and local control in Florida's community colleges. What is the next step? Where do we go from here?

The Florida legislature established a State Junior College Board in 1957 to be responsible "for the establishment of statewide policy regarding the operation of the public junior colleges . . . subject to the approval of the State Board" (Chapter 230.0100, Florida Statutes).

The State Junior College Board was abolished by the Governmental Reorganization Act of 1968, and the State Community College Council, advisory to the director of the Division of Community Colleges, was created. This body still exists today. Storm warnings are on the horizon in 1978, however. The director of the Division of Community Colleges, in a position paper citing the need for a state board for community colleges, noted that over the last decade, "State-level actions have been subject to individual whim and political pressure rather than being made mainly on a systemwide statesmanlike approach. State coordination has also been weakened, and the cumulative effect of these changes has been a loss of direction of the system; feelings of uncertainty and change in the local institutions; and a breakdown in communications between local boards and state agencies" (Henderson, 1977, pp. 2-3). The State Community College Council has drafted proposed legislation to be submitted to the Florida legislature during the 1978 session. The draft carefully states a commitment to local control under a nine-member lay citizens board chosen from among existing members of local district boards of trustees, and appointed by the governor for a maximum of two four-year terms. Under the proposed legislation, the director and staff of the present Division of Community Colleges would become the administrator and staff of the State Community College Coordinating Board, respectively. The present State Community College Council endorsed the proposed legislation unanimously, with the feeling that the new board as proposed would not lead to state control over Florida's community colleges.

The various local district boards of trustees have taken positions either for or against the proposal, and much discussion will undoubtedly take place on this topic during the 1978 legislative session. With the national recognition accorded the system of community colleges in Florida over the years, much attention will be focused on the outcome. Many observers see the outcome as portending the future direction of Florida's community colleges, but even more to the point, some see the adoption of the State Community College Coordinating Board as the only viable way to resist further erosion of local control by the legislative and executive branch agencies of state government. Time will tell.

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State coordination of locally controlled community colleges is necessary and helpful, but it should be conducted in a "joint partnership" approach.

state coordination of locally controlled community colleges

fred l. wellman

In today's complex and interrelated society, no man is an "island unto himself." Also, no public community college can be a completely self-governing, independent, autonomous unit with an unrestricted control of its destiny and devoid of influence from outside sources—whether such influences come from students, taxpayers, faculty organizations, state agencies, other educational institutions, state legislators, federal officials, and the myriad special interest groups.

Society today just does not permit a 100 percent locally controlled, locally governed, and locally autonomous public community college. Yet some authors and public community college officials still seem to espouse the doctrine of locally controlled and locally governed community colleges as if they were completely independent and autonomous from the influence of any other agency or organization. Other people might say that the public community and junior colleges were never completely autonomous and never should try to be.

trends toward state control

There seems to be a growing trend toward more state funds and more state controls for community colleges, although the actions to

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eliminate the state board in Nebraska and to modify the state office in Nevada may signify a change in direction. Some authorities in recent years have carefully studied the problem and offered some good insight for action. Bender (1975) analyzed the issue of federal and state controls on community colleges, and he provided recommendations to help maintain community-based colleges while recognizing the structure of state government.

In a report prepared in cooperation with the National Council of State Directors of Community/Junior Colleges, Wattenbarger and Starnes (1976) identified the financial support patterns for community colleges, and noted that there were increases in state funding for community colleges in many states. In a series of reports on state legislation pertaining to community colleges, also conducted in cooperation with the National Council of State Directors of Community/Junior Colleges, Martorana and McGuire (1976) and Martorana and Nespoli (1977) identified the numerous items of state legislation on community and junior colleges—both those proposed and those passed into law—in recent years. It is easy to see from these reports that the role of state government on the control and governance of community colleges is increasing.

need for state coordination

On the other hand, many authors see the primary role of the state agency, state board, and/or state director as coordination of the community college program within the state. In an earlier issue of *New Directions for Community Colleges* entitled *Coordinating State Systems* (1974) there were eleven articles on the topic of coordination; they stressed cooperation and partnership between local and state community college officials.

One might argue that in our political system the state under the state constitution is supreme, with the federal government and local governments having only those powers permitted or delegated by the states. Education is considered to be a state responsibility under most state constitutions, although significant responsibility and authority is usually delegated by statute to local school boards, and to local community college boards in those states with locally governed community colleges. Political scientists would probably argue, though, that even in such states with local boards of trustees for community colleges, the state under its constitutional authority and responsibility is still ultimately accountable for the effective operation of the program.

It is impossible, however, for the state to effectively administer a community college program to serve local needs, particularly in

states such as Illinois that have a long and successful history of local initiative, local governance, local leadership, and local financial support for education. It is the thesis of this chapter that the management and administration of community college education is best left to local officials while the role of state officials is primarily coordination and leadership. Control and governance in reality then becomes a shared responsibility—a partnership to provide the resources to meet the educational needs of citizens of the community college district, remembering that such citizens are residents of both the district and the state. Local officials and state officials each have roles and responsibilities to meet the joint goal of serving society.

State coordination of locally controlled community colleges is necessary in most major aspects of community college education, including: (1) establishment and expansion of community colleges, (2) approval of new educational programs and services, (3) acquisition of a site and facilities, (4) provision of adequate financial support, (5) adoption of general policies and procedures pertaining to students, and (6) development of a research and management information system. The following sections will discuss the need for state coordination in each of these six major areas, along with some of the problems that develop with such state coordination, focusing on some actual conditions and examples in the state of Illinois. The system of public community colleges in Illinois, which includes thirty-nine districts with fifty-one community colleges, basically follows the principles of (1) responsibility for the governance, administration, and operation of the community colleges being vested in local boards, and (2) responsibility for statewide planning, coordination, and leadership being vested in a state board (Illinois Community College Board 1974, 1975).

state coordination of district organization

It is important to have a state agency or state board playing a key role in the establishment and expansion of community colleges and their districts throughout the state. The state agency is necessary to implement the provisions of the state statute regarding the establishment and expansion of community college districts, and such an agency should develop a statewide master plan for the state's community college program. The state statute or state agency may set minimum requirements for new districts in areas such as population, potential students, tax rates, equalized assessed valuation, and geographic area. The state statute and/or state agency will usually also set procedures for establishing or expanding a community college district. Similar provisions may be used for establishing new community colleges

where districts are not formally organized and for establishing new community colleges within a district.

Statewide coordination of the establishment and expansion of districts is necessary to prevent unnecessary competition among local factions and to resolve conflicts that develop among local groups competing for the same territory. A state community college agency is usually in the best position to serve as referee when such disputes arise.

The state agency can also take the leadership when there is no local initiative to provide community college services in some territories. For example, it is not unusual in Illinois for two, three, and sometimes four community college districts to compete for the same parcel of additional territory, while in other parts of the state there may be little or no effort to bring a particular territory into a community college district. Some parts of the state may have voted three or four times before they decided whether they wanted to participate in a community college district.

On the other hand, local control may be limited by state coordination of the establishment and expansion of community college districts. Having to follow state rules and procedures may restrict some local decisions. Some new districts in Illinois were rejected because they did not meet minimum population, tax rate, or equalized assessed valuation requirements, even though local citizens may have filed a petition or resolution for new districts or annexations to existing districts. In other cases, the state agency may have encouraged annexations of territory to existing districts in order to help bolster the size and tax base of an existing district—sometimes against the wishes of many local residents and even though there might have been financial advantages for such citizens to join another district. Some would view a state decision to bolster a small district as a proper role for a state agency, while others might view it as interference with local decision-making.

state coordination of educational programs and services

Some people complain about the loss of academic freedom and infringement of local control when state coordination of educational programs and services is mentioned. However, such state coordination is necessary to eliminate unnecessary duplication among community college districts and between community colleges and other educational agencies. State coordination is also important to meet certain statutory responsiblities such as to assure that minimum requirements are met. State coordination of educational programs and services can be considered a form of state licensure and certification for the protec-

tion of the consumer—the student and the taxpayer who both benefit from the educational programs and services.

Without some state agency review and planning, there might be chaos in the provision of educational programs and services. For example, the first district that offers a particular program that has potentially limited enrollments and high cost may not be the most appropriate district to do so. Without state coordination, two or more districts may initiate the same limited-enrollment, high-cost program in the same region. Proper state coordination of educational programs and services can provide an orderly and democratic procedure for the development of new programs, can encourage cooperative programs among districts, can encourage the transfer of a program (including equipment and staff) from a district where it is no longer viable to another district in which it is needed, and can promote the development of new methods of delivery on a multiple-district basis when single districts may not be able to afford such programs. The Illinois Community College Board, for example, has helped sponsor several consortiums of community colleges for the development and distribution of videotapes for educational television classes. The state agency can sponsor special seminars and workshops to train leaders to develop new educational programs and services and improve existing ones.

Of course, state coordination of educational programs and services can sometimes hinder local control. The forms, procedures, and bureaucracy of state coordination can stifle local initiative, delay the introduction of new educational programs and services to meet immediate local needs, frustrate local officials, and promote feelings, usually unfounded, that the state agency favors certain local districts over other districts when decisions are made. Local officials usually state, and with some merit, that if they make the wrong decision on the establishment of a new program or service, the error will correct itself naturally within a few years if too few students respond to the new proposal, and financial analysis prompts local officials to drop the program. State officials argue that when funds are expended for new equipment and facilities and staff is hired for the program, it is expensive and time-consuming to dismantle a limited enrollment program. A better approach is to coordinate the planning of new programs in order to prevent or reduce the problems of eliminating a program at a later date.

state coordination on sites and facilities

State coordination of selection sites for the permanent campus and the design and construction of facilities has much merit.

Theoretically, the state is in the best position to develop a statewide master plan on the location of community colleges in order to prevent two campuses from inadvertently being located too close to each other and to avoid having large gaps within the state where no campus is within reasonable commuting distance of potential students.

A state agency involved in numerous site selections and construction of facilities can develop guidelines that might prove helpful to local trustees who may be involved in site selection only once in their life and may have little expertise in such actions. All too often, local trustees complain that they depended too heavily on an architect or contractor and then lived to regret it later; they wonder why the state community college agency did not warn them and provide more leadership.

However, a state agency may also hinder the local community college officials with state requirements that are not appropriate to a local area. A minimum requirement of twenty acres for a community college site may not be suitable for high density urban areas and certain requirements for a community college library may not be appropriate if a community library is already located across the street from the college. In some cases, other state agencies specializing in construction projects may have a key role and may have special rules that are not appropriate for an educational institution. The involvement of several state agencies in construction can cause lengthy delays, force rising costs particularly in a period of inflation, remove responsiblity from local officials (even though they have to live with the final product when it is completed), and cause frustration for both local and st_te officials.

Fortunately, although site selection and facility construction often cause tempers to rise and cause disagreements among local and state officials, the projects are eventually completed and prove relatively useful considering the problems with architects and contractors. Students are served and taxpayers generally receive the best deal when local and state officials combine efforts on site selection and construction projects.

state coordination on finance

State coordination is important for healthy and efficient community college operations in both the provision of financial support for community colleges and the provision of policies and procedures pertaining to financial operations.

For many locally controlled community colleges, the local property tax is the primary and sometimes the only form of local tax sup-

port. Since the property tax usually does not have the flexibility and fairness of an income tax and sales tax, the local district has to depend on some state financial support since the state government usually controls the income tax and sales tax collections. State coordination of the distribution of state aid for community colleges is important to the survival of the locally controlled community college, because without state aid, many community colleges today would have to restrict their offerings, particularly of higher-cost vocational-technical educational programs.

State coordination is also important in trying to equalize state support among districts if there is great variation in the wealth per student among the community college districts. Special assistance may have to be provided for the poorer districts that do not have sufficient local property tax wealth to meet a minimum state foundation level. Also, a special state agency is important for those states with student tuition/fees to assist in special financial support through scholarships, loans, grants, and work-study programs for needy students who could not afford to pay high student tuition and/or living costs to attend college.

Basic policies and procedures for the financial operation of the community colleges are usually the responsibility of a state agency. Such coordination is important to assure the state legislators and agency officials that state dollars are being properly and fairly spent. Such coordination may include procedures for filing state aid claims, a uniform accounting system, a uniform audit procedure, and a uniform unit cost study. The state agency would have the responsibility for the collection, analysis, and distribution of uniform financial data from the various community college districts. Such financial data might be part of a larger management information system and institutional research program coordinated by the state agency. The state agency should coordinate the efforts of the system of public community colleges to obtain state financial support so that a coordinated statewide effort is made on behalf of the total system.

Local officials are often concerned by the numerous state rules and regulations regarding the financial operations of the community colleges, particularly when they do not understand the reasons for such rules and regulations and the abuses that occurred in the past to prompt such actions. One of the major tasks of a state coordinating board for community colleges is to state clearly why regulations are needed. Effective communications are essential to good relations between the state coordinating board and local boards.

Since there is seldom sufficient funds to meet all requests for educational programs and services, there is frequently conflict between

local and state officials on the allocation of state funds, particularly if complicated formulas exist and certain programs are funded at higher levels than others. If state aid provides more money for some programs than for others, some local officials may be tempted to offer the programs that result in higher state aid, while discouraging those programs that result in lower state aid. This frequently means that certain adult education and community service programs do not obtain the support needed by both local and state officials, while the baccalaureate-oriented and vocational-technical offerings benefit from extra local and state financial tax support.

state coordination relating to students

Generally, a state agency does not, and should not, involve itself with detailed policies and procedures pertaining to students, but there are some cases when state action may be appropriate. For example, the Illinois Community College Board adopted some very general policies pertaining to the admission of sixteen- and seventeen-year-old students, to the admission of students when classes were requested by labor unions and other special groups, and to the provision of basic student services such as placement and testing. A study group in Illinois is currently reviewing counseling services in the community colleges with the possibility of developing some general guidelines for the operation and evaluation of counseling. State policies are also appropriate for students entering a community college from other districts and from out of state.

The state agency should not be involved in numerous detailed and specific policies and procedures regarding students, except where necessary for fair and equitable state funding among districts. Policies and procedures on students are best left to local boards because of the great variation in student needs and local circumstances. Flexibility and quick responsiveness to student problems is needed and this can be better handled locally.

state coordination of research and management information systems

Lach (1976) has described the need for statewide coordination of institutional research in the community colleges. An effective statewide institutional research and management information system can provide both local and state officials with accurate and current data on students, programs, finances, and other aspects of the community college operation including follow-up studies of students who leave the

college. It would be very difficult for individual colleges to develop their own management information system and institutional research program that could provide data comparable with that of other institutions without some state coordination of the efforts. Uniform definitions and data collection procedures are important to any such effort for meaningful and comparable data. The research and management information system can provide valuable assistance not only for the regular day-to-day operation of the college, but also in planning, development, and evaluation of the college.

Occasionally, data submitted by an individual college to a statewide program may cause some embarrassment in the local district. Usually, adequate explanation of such data can be made to protect the local district. Fortunately, the positive aspects of the total management information system should outweigh the difficulties with some data for selected institutions. Those colleges with favorable data can effectively use such data to note their accomplishments, while the colleges with unfavorable data can use such information for improvement of programs.

partnership approach

State coordination does not mean that the state agency acts as an "island unto itself." State coordination does not mean state dictatorship, but does require consultation and cooperation with the local districts in a joint effort to provide a better community college program for the citizens of the state. The Illinois Community College Board and its staff utilize an extensive array of permanent and ad hoc advisory groups and committees to involve local and state officials in joint planning and decision-making. Local community college trustees, presidents, faculty, and students participate in these advisory groups and ad hoc committees with state board members and staff. Many, but not all, decisions are mutually developed and are the result of much compromise. State coordination of locally controlled community colleges is necessary and helpful, but it should be conducted in a joint partnership approach if it is to be of the greatest benefit to both local and state officials.

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What is the place of a public community college in a complex statewide network of coordinating and planning agencies?

a public community college in a system of systems

william a. koehnline

Illinois is one of more than twenty states in which all public two-year colleges have local governing boards. Whether governed by a local city board, county board, or district board, each college has a board of trustees which has the full legal responsibility for governing the community college, selecting the president and faculty, and determining the budget. In most cases, the members of these governing boards are elected. In theory, these trustees, or board members, along with the people who elected or appointed them, have the final authority to operate each public community college. In practice, important modifications of this theory exist.

Beyond the local board in Illinois is what has been redundantly described as a "system of systems." For the community colleges this means that not only is the local board not the highest authority in certain important community college matters, but the statewide coordinating board for community colleges is also not the highest-ranking board exercising authority; in fact the statewide board is frequently described by the obsolete and unofficial designation of "junior board"—whereas the Illinois Board of Higher Education is the "higher board" with all the pecking order connotation of that term. In many important matters, the local board or an association representing all local

boards of the state proposes a course of action or reacts to a course of action taken or proposed by the Illinois Community College Board. The ICCB reacts to this local board action and makes a recommendation to the IBHE. The higher board can and will overrule the junior board—and all the local boards of the state—unless careful political preparation and staff work, often demanding support from local institutions and statewide advisory bodies, goes on behind the scenes. Often the local colleges and local boards have no opportunity to be involved in these maneuvers. Their fate frequently depends on work they do not even know is being done.

From the point of view of the local college and its locally elected board in Illinois, it is not always obvious or apparent that the final authority is really the local body. It is true that the local board sets local policy, hires the president, and adopts the budget. It is also true that the state coordinating body adopts more official policies, procedures, and guidelines each year, that the policies, procedures, and decisions of the local board must conform to those of the state board, and that the state agencies heavily influence the college budget both on revenues and on expenditures. On a relatively trivial level, the college budget is required to meet state specifications as to *form*. This means that a local college desiring to use a more sophisticated and analytical form of budget for local purposes must maintain two budgets each year, identical in gross numbers, different in formal presentation. For new local trustees, this requirement is confusing the first year, and annoying thereafter.

On a more serious level, the *content* of the budget is largely determined by state-level agencies. Not only are rates of state apportionment for reimbursable courses set each year late in the planning cycle, but the number of categories and the relative weighting of the categories has fluctuated annually since the most recent statewide study of the funding of community colleges. At one time there were as few as two rates for matriculated students. At another there were as many as sixteen different rates, eight for the first 103 percent of the previous year's enrollment, and eight more for enrollment beyond that level.

approval of courses and curricula

The curriculum is circumscribed by statewide bodies to a much greater extent than the curriculum of the underlying high schools is influenced by the state. In fact, one of my administrative colleagues, who has been superintendent of one of our districts since before the creation of the local college, still finds it difficult to conceive the extent to which my planning is determined by the state. At a recent meeting he

asked me if I would immediately expand my vocational-technical curriculum if I could obtain 30,000 to 40,000 square feet of shop space practically rent-free. I told him that my delay would be at least six months, possibly a year, and that my understanding was that of all the curricula we had requested for 1978-79, *none* were likely to be approved. He had experienced nothing quite like that in his many years as superintendent of a prestigious suburban high school district.

Let me trace for you the path that a proposed course, or more generally a curriculum, must follow *after* the local staff has determined that such a curriculum is desirable and feasible.

The state now requires two separate and partially redundant long-range plans that include specific elements of long-range curricular planning. First of these is the "One- and Five-Year Plan for Vocational and Technical Education," required each spring by the Department of Adult, Vocational, and Technical Education, an agency separate from the Illinois Community College Board. This plan is required each spring. The plan filed in 1978 is a "local plan for 1978-79 and 1982-83 for vocational and technical education." Second is the "Resource Allocation Management Plan/Community Colleges," or RAMP/CC. This plan is required each August. The plan filed in August 1977 is subheaded "FY 1979." Its curricular plan section covers 1978-79 through 1983-84. Among ten program additions planned for the first of those years, one is registered nursing, Hegis Code 5208, which has been an annual part of the college's "next year" plan each year since 1968-69, the year the district was formed and the board of trustees was elected.

Apart from these major annual occasions for setting curricular plans, there are four documented steps the college must take at one time or another to create or modify curricula. These steps are most definitely set forth in a document prepared October 5, 1976, called "Intended Procedures for Review of Programs to be Implemented in FY 78 and in Subsequent Years." They require completion, on a tight schedule, of Form 19, "Proposed New Units of Instruction," of Form 20, "Application for Approval of a New Unit of Instruction," of Form 20A, "Application for Approval of a Curriculum," and in the case of a course change of any kind, Form 15, "Application for Approval of Course." When the officer who had responsibility for enforcing this system retired this year, he was given a custommade branding iron. The brand was very significant for all of us in Illinois. It said "FORM 15."

leases and renovations

The permanent physical facilities are to a large extent funded and to a considerable extent limited by state bodies. Oakton Commu-

nity College is building its permanent campus through the instrumentality of yet another agency of service and control, the Illinois Capital Development Board. As a "user agency" the college is not, strictly speaking, a party to the contracts with architects and construction contractors. It has extremely limited veto power when work fails to meet specifications.

Apart from permanent construction problems, which could fill this entire sourcebook, the colleges of Illinois regard as symptomatic of creeping bureaucratic control an item from the February 1977 agenda of the Illinois Community College Board. This item consists of three proposed definitions, or strictly speaking two definitions and the rejection of a term. The terms defined are *extension center* and *branch*. The definition of *extension center* proposed by the staff to the state board was as follows: "A temporary instructional unit of a community college approved by the local district board of trustees located on a site separate from the main campus and not requiring a separate administrative unit. An extension center located outside the community college's district requires annual ICCB and IBHE approval. A community college may not purchase or construct a building at an extension ter, may not enter into a lease of more than five years for a building or facility, and may not expend local funds for the renovation of facilities at an extension center."

The item was to have been acted upon at the ICCB meeting of February 17. As the result of protests by the Council of Presidents such action was deferred until March. At a meeting of seven college presidents under the chairmanship of the writer, held one day before the scheduled meeting of ICCB, the following concerns were among those voiced:

1. Concern over increased control by state-level boards, especially in cases where state funding is not involved.

2. Concern over definitions that are ambiguous or do not cover the actual situation in which community colleges operate. (In Illinois, for example, at least two districts operate without having any one location identifiable as the main campus.)

3. Need for local leeway on expenditure for remodeling, renovation, alteration, or repair.

4. Uncertainty as to the intended meaning of "administrative unit."

5. Uncertainty as to the meaning of other terms in the definition.

6. The five-year absolute limit on a lease is potentially crippling. Spokesmen believed that present guidelines, which permit a longer lease if explicit approval is obtained, should be retained.

other state-determined elements

Information collection and reporting is almost entirely determined by state-level demands. The college's long-range planning effort is determined almost entirely in form, and to a considerable degree in content, by state-level requirements. In other words, it appears to the local college that its "final" authority and that of its locally elected board is severely limited. If Sandra Drake's Tables 1 and 28 (1977) are correct, Illinois gives a greater degree of authority to its local boards than do forty-one other states. One generalization that might be based on these considerations is that the theory of the community college as a locally determined, community-based institution is largely illusory. It is something less than a full reality in Illinois, and what appears to be local control is being weakened in a majority of other states having community colleges. I will not press that generalization, but I believe it is inescapable.

Since coordinating boards do not control appropriations but merely channel the funds that are appropriated by the legislature and approved by the governor, the local colleges in a state like Illinois have a problem of advocacy. The question of legislative relations is always open.

four centers of power

In Illinois there are four major bodies other than the local suburban or downstate college that have some relevant impact on the legislature as it in turn impacts the colleges. These bodies are the Illinois Community College Board, the Illinois Board of Higher Education, both already discussed; the Illinois Community College Trustees Association; and the City Colleges of Chicago, which are embodied in their chancellor, who generally outflanks the other colleges, their boards and associations, and achieves his local purposes by the sheer weight of numbers and the unity of votes in the legislature representing the interest of the city of Chicago as opposed to those of the rest of the state.

Illinois has a very generous formula for state funding of local community college facilities. In theory, up to 75 percent of the costs of land, buildings, and fixed equipment for an approved master-planned campus may be paid by the state, with as low as 25 percent of these costs paid by the local district. There is, of course, another state coordinating agency, the Illinois Capital Development Board, that administers these funds and the construction projects for which they are collected and dispensed. In the past this body has had final authority in

selection of architects, approval of sites, and many details of design. A major decision on where, why, or whether to build a local campus or part thereof requires the active participation of a local board and its employees, the ICCB, the IBHE, and the ICDB. Even there the buck does not stop. If all boards say "go," the governor and his fiscal officers can still say "stop," either temporarily or permanently. An Illinois community college without a permanent campus fully constructed cannot take much comfort in the theoretically correct statement that its elected board has "final authority." When the major capital resources and veto powers lie elsewhere, that authority does not carry as much weight as the words would suggest.

Speaking as one who has investigated other state systems both before and after coming to Illinois in 1970, I believe this state then had one of the best bodies of law governing community colleges in any state. Those laws have been amended, generally in a positive direction, over the past twelve years; however, they are still flawed.

balance of power

One of the continuing problems in Illinois is the changing perspective on the balance of real power, authority, and discretion between the local district and the state. I believe local districts in Illinois have more freedom than most of their counterparts in most of the states. We do not have all that we would like to have. We hope, at the least, to maintain the present proportions, and at best to increase the local share. Although the trend is in an opposite direction, I am sure every district would prefer to work in a framework of fewer and simpler state bodies, and fewer and simpler state mandates and directives. We believe we would operate more economically if we could spend less time being coordinated.

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William A. Koehnline, founding president of Oakton Community College in Illinois, is the author of "Blood, Sweat, and Green Turnip Juice," in New Directions for Community Colleges, *No. 7, (1974), and of the "Cluster College" section in* Managing Academic Change *(Martorana and Kuhns, Eds., San Francisco: Jossey-Bass, 1975).*

What is really underway in American higher education education is not an inexorable shift of local to state control but rather the development of a new and complex decision-making process resting on the interaction of various public sector interests.

state vs. local control: reality and myth over concern for local autonomy

john c. mundt

One of the most recent efforts at long-range planning by an urban Washington state community college was that of Tacoma Community College (TCC). TCC is located toward the southern end of Puget Sound. A ninety-member long-range planning commission at the college deliberated and produced a 170-page volume, *Planning for the Future,* which contained an interesting appendix delineating changes in the profile of TCC students over the past ten years. In 1966, for example, two-thirds of TCC students were male and under nineteen. Only 11 percent were engaged or married, and less than 10 percent were twenty-one years old or older. By 1977 the student population was almost evenly divided between males and females, the median age was twenty-seven for males and twenty-six for females, and just under 70 percent were over the age of twenty-one. One-third of all students were over thirty years of age. Racial minorities constituted 5 percent of the enrollment in 1966; in 1977 they accounted for 19 percent of the total student body. In 1966, 27 percent of the students were undecided about a major field of study; by fall 1976, 44.7 percent were undecided. Thus the student today at TCC is likely to be older, much more

likely to be a member of a racial or ethnic minority group, and more likely to be working either full-time or part-time. A decreasing percentage of students comes to the college directly out of high school.

The TCC data illustrate the fact that sweeping changes in student characteristics in one short decade in all probability will require substantial institutional changes, modifications in college curricula and student services, and flexibility in systems and procedures to permit the institution to deal with the needs of a changing student body. It is ironic that at the very moment when greater operating flexibility at the local level is required, we witness a steady increase in outside controls and strictures on the operating prerogatives of presidents and local boards.

At any meeting of local community college trustees in Washington, one quickly detects a common thread of concern over the "erosion of local autonomy." Trustees lament that a shift of decision-making power is under way from local to state-level boards and commissions named by the executive branch or legislative committees. The conventional wisdom is that this is to be decried and resisted.

It is the thesis of this review, however, that what is really under way in American higher education is not an inexorable shift of local to state control but rather the development of new and complex decision-making processes resting on the interaction of various legitimate public sector interests. This may entail less local independence than before. Certainly there are more strictures on decisions a local board can make. But there are strictures on state boards also. Moreover, there is no clearly traceable shift from 'A' (local board authority) to 'B' (recipient of the transferred authority). Rather, we see a multifaceted decision-making process in formation in which ultimate accountability is blurred by the many hands and outside interests that intervene.

This analysis will identify ten examples of intervention by outside interests in the decision-making processes and operations of the Washington community college system. It is well to recognize that while powers outside the system of colleges seem to meddle interminably in system affairs, countervailing forces champion as high a degree of local autonomy as possible. These are chiefly (1) the allegiance of state legislators to their local college and their responsiveness to the appeals of the trustees and administrators of the home-town institution, (2) historic allegiance to traditions of institutional autonomy, and (3) the position of the state board and its staff in favor of decentralized management.

Just why the state board and its staff should favor decentralized management will become clear as we proceed and will be discussed further in the conclusion of this chapter.

relationship between state board and district boards

The 1967 law creating the Washington community college system established a state board of seven members (one from each congressional district) and twenty-two district boards of five members each. The members of all the boards are appointed by the governor. Specific lists of responsibilities for the state board and district boards are set forth in the statute. The wording of the statute creates a balance of responsibilities between the state and district boards, though legal interpretations have affirmed the right of the state board to exercise more sweeping authority than it has traditionally exercised.

There have been times when the state board has had to be prescriptive in directing district activities. These instances have usually come about as a result of legislative direction, formal and informal. An example of this type of direction is the state board guidelines which have been given to districts regarding advertising and recruiting, in response to legislative interest and concern expressed through the Legislative Budget Committee, a joint financial committee of the two houses of the Washington legislature.

Recently, a representative task force on board relationships made up of local trustees and state board members, assisted by presidents and state staff, reviewed the structure and working relationships of the system. The task force concluded that the structure after ten years of experience was functioning well and that the balance of responsibilities between the state board and district boards should continue. The Senate Committee on Higher Education, which conducted a similar review, came to much the same conclusion with the result that no substantive legislation for change was introduced.

Let us now examine ten examples of intervening interests outside the state board and the twenty-two district boards whose impact must be taken into account in the decision-making process and in the actual operation of the colleges. Although we say "outside the state board and the district boards," it should be understood that at times the district boards regard the state board as an intervening interest!

intervening factors in decision-making and operations

Executive orders. Public higher education is subject to executive expenditure controls in our state in times of state financial stress. The governor is charged with administering state government in such a way as to maintain a balanced budget. This can quickly impinge on institutional operating independence.

When Initiative 345 to remove the sales tax from food was ap-

proved in the election of November 8, 1977, Governor Dixy Lee Ray estimated a loss of revenue of $167 million for fiscal year 1978-79 and $378 million for the 1979-81 biennium; she announced a staffing freeze, limits on consulting services, reduction of overtime, postponement of procurement of equipment, supplies, and materials not critically necessary, prohibition of out-of-state travel, and limitation on conferences—all strictures reducing operating flexibility at the local level, strictures ultimately related to the sensitivity of the electorate to the magnitude of their tax load.

Here is an example of the vulnerability of the autonomy of a tax-supported institution of higher education to the financial exigencies of its state government. In an operational sense, when a governor issues a cost-cutting executive order, the interaction with a state-supported community college system is both immediate and substantial.

Lapsing and Allotment Procedures. A single sentence in the Washington Appropriations Act for 1977-79 is an example of an outside operational stricture on a tax-supported community college. Section 166A in the act stated: "If a scheduled program or project funded by the appropriations contained in this act [has] not been fully implemented during any quarter of the respective fiscal year, then the Office of Program Planning and Fiscal Management [now the Office of Financial Management] shall withhold the equivalent amount of the appropriation and full-time equivalent staff years from such program or project and shall place the same in reserve."

The purpose of such a lapsing provision is to recapture monies for the state treasury. The assumption on which lapsing in higher education rests, however, borders on the preposterous.

We therefore wrote the Office of Financial Management in July of 1977, and this excerpt describes the point of this section as well as any other:

> The lapsing process imposes on the operating state agencies the necessity to estimate exactly the rate of resource use that will be required to carry out the purposes for which appropriations have been made. For dynamic, community-oriented service agencies such as the community colleges, this is a totally unrealistic requirement. Within the limits of appropriation levels, the expenditure of our funds must be tailored to the needs of those in the community who use our services, rather than the reverse. Not infrequently will districts experience winter quarter enrollments which exceed the preceding fall. This variance from the normal enrollment pattern is reflective

of changing local economic conditions, industry demands due to changing markets, shifts or restatement of local needs. Providing educational services is an extremely dynamic process that cannot and in our judgment should not be constrained by necessarily uncertain allotment forecasts. To do so is counter to the service nature of the institutions.

As in the case of Tacoma Community College, community college presidents and their boards justifiably seek to keep the "community" in community colleges. Lapsing is a process that may return dollars to a state treasury but it undermines the local ability to be responsive to community educational service needs. However, lapsing is another symptom of a shortage of resources relating to the resistance of the public to tax increases.

Accounting Requirements. One of the principal operating concerns of Washington community colleges is the tremendous growth in reporting detail that has occurred in recent years.

The data that follow demonstrate how budgeting, accounting, and reporting (BAR) transactions have increased over three biennia in just one area (personnel, information, and development) for one college, Wenatchee Valley College, located in rural central Washington.

In the 1973-75 biennium, fifteen BAR transactions concerning personnel, information, and development at Wenatchee were recorded and reported.

The reported transactions increased from fifteen to seventy-five and then three hundred BAR items for 1975-77 and 1977-79 respectively—with no change essentially in the responsibilities involved. This has come about through requirements to identify data for more subprograms and sub-objects of expenditure. The result is a sharp increase in BAR transactions reported in response to the requirements of a variety of legislative and executive agencies.

Other programs at Wenatchee have been affected in a similar manner, some to a lesser and some to a greater extent, all depending on the number of appropriations and how many of the possible sixty-eight sub-objects apply to a given category.

The impact produces either a need for additional personnel or failure to respond to other types of requests.

Informational Demands. Data requests in seemingly increasing volume originate at both federal and state levels. Recently the president of Highline Community College added up the score and found the college was reporting to twenty-nine outside, third-party agencies in one way or another.

To some extent our state board is caught in the middle on this.

We want to be responsive to legislative requests for data and information since we receive most of our operating budget from the state legislature, yet we empathize with the predicament of the institutions. So we have stood with the presidents in testifying before legislative committees.

Virtually all the data requirements have been placed on the college by outside agencies. Few are viewed locally as necessary to the functioning of the institution.

Contractual Controls. In past years, institutions of higher education made extensive use of personal service contracts to obtain services of value. More recently, legislative concern at both the federal and state levels has been voiced because of alleged abuses by federal and state agencies.

In the state of Washington, the Office of Financial Management has established new rules governing contracting procedures. While earlier OFM involvement was limited to maintenance of contract files with minimal consideration of contract substance, in the future OFM will adopt a more active role as a participant in the contracting process.

OFM will participate in the determination of need for the purchase of contracted services prior to the issuance of a request for proposals. Then OFM will review the form, purpose, and content of the request for proposal prior to its issuance to prospective vendors. OFM will assist in the evaluation of proposals and in monitoring vendor activities. No doubt part of the OFM intervention is to determine whether the desired services can be supplied by OFM itself.

Again, less flexibility at the local level in obtaining consultant assistance will result.

Enrollment Bands. Community college appropriations for 1977-79 in the state of Washington are based upon projected enrollments of 86,072 FTE students in 1977-78 and 88,243 FTE students in 1978-79. The enrollment totals for each year of the biennium are regarded in the appropriation process as contractual obligations. If enrollments fall below these contracted totals, the community colleges will be obliged to return the related resources to the state treasury.

The original request by the governor for the 1977-79 operating fund appropriation provided for a tolerance band for all institutions of higher education that would have allowed enrollments to fall a limited amount below the contract level (3 percent in the case of the community colleges) before any repayment penalty was required. The primary reasons for this variance allowance were the following:

1. The recognition that enrollment forecasting is not an exact science and that cost commitments to serve the added student volumes must be made well in advance of knowing actual enrollments.

2. The uncertainty of the enrollment levels, combined with the severity of the penalty for any kind of shortfall encourages districts to seek enrollments in excess of the target in order to be safe.

3. The encouragement to over-enroll carries with it the incentive to advertise college programs and courses, often in violation of both the letter and spirit of the state board's guidelines controlling advertising.

The system advocates a 3 percent tolerance band (as in North Carolina) in order to soften the operational impact of enrollments below budgeted levels. The imposition of a contract enrollment procedure without an appropriate tolerance band severely restricts the ability of the local college to deal with unforeseen enrollment fluctuations and program demands.

Legal Opinions. Our experience is that boards are increasingly dependent on advice of legal counsel. As a state agency, the state board is supplied with an assistant attorney general who attends all board meetings and is available for advice at other times.

There is a new prod in this direction in the state of Washington in the form of Chapter 320, Laws of 1977, 1st Executive Session, which provides for $500 fines for administrators who spend state-appropriated funds for purposes contrary to original legislative intent. Aside from the fact that legislative intent is often obscure, this places great negative power in the hands of any attorney who is a strict constructionist.

Legal advice also has an operational impact on an institution. Fortunate is the board that draws an attorney who is student oriented! Otherwise, local decision-makers will feel increasingly limited by the impact of legal decisions and interpretations that come from outside.

Audits. State agencies are subject to annual audit by the office of the state auditor. This is not unusual. Our experience in Washington is that the audit is carried out professionally. When this is the case, there is nothing to fear. A good outside audit at periodic intervals keeps an organization on its toes.

There are cases when the not-so-purely-motivated seek to make the office of the state auditor a party to their own personal witch hunt. Again, our experience is that a combination of professionals in the auditor's office and the attorney general's office have staved off efforts to politicize the audit function.

Another type of audit that has come into vogue in Washington (as well as in some twenty additional states) is the performance audit, carried out in our case by the Legislative Budget Committee. One would expect performance audits to be handled by the higher education committees of a legislature rather than by members of finance committees. But such has not been the case in our state. The signifi-

cance of the performance audit is that those of us in higher education can no longer gain immunity from questions of educational quality by arguing that higher education is a "good thing" and ought to be left alone. Performance audits will continue to be important in the proximate future. It behooves institutions of higher education to work with representatives of the legislative branch and their increasingly professional staffs to make certain that action resulting from performance audits has the requisite degree of academic soundness and that such action is professionally correct and acceptable.

Additional strictures could be listed: Administrative procedure acts and open meeting laws resulting in greater delays in a board's power to adopt policy, collective bargaining, and various federal requirements.

Two additional, outside intervening factors are so important they warrant more detailed attention: programmatic controls and budget controls.

Programmatic Controls: For Senior Institutions. In the State of Washington, our coordinating board, the Council for Postsecondary Education (CPE) has for some time engaged in an extensive graduate program review.

In response to this review, the following position has been fairly typical of the four-year colleges and universities: "Funds are provided on the basis of a formula, in turn established to provide equitable distribution of resources among individual institutions, not to determine how funds are allocated within an individual institution. Our trustees are given the authority by statute to make that determination, and they are charged with legal responsibility for the institutions they govern."

The senior institutions in Washington have argued as follows: "An institution may decide, for example, to build certain departments of excellence by putting more money into them; if it is to be prevented from doing this by the demand of an outside agency for conformity to a lower-cost model, the board's legal right to control the character and destiny of the institution will be infringed" (unpublished report, May 1977).

The theory of the executive coordinator of CPE has been as follows: "We simply cannot afford unnecessary and costly duplication of expensive programs at a time when tighter budgets require that both the state and each institution devote resources to the areas of highest public priority" (unpublished report, June 1977).

Several years ago the Council for Postsecondary Education completed its first review of existing graduate programs in the state. At that time it recommended the termination of fifty such programs.

Those recommendations were implemented. Later, the council staff, after reviewing over two hundred graduate programs, recommended termination of thirty-two additional graduate programs. Many of these recommendations were carried out. In the end, the coordinating body had its way, with a resulting operational impact on the institutions.

Programmatic Controls: For Community Colleges. Under the 1967 Community College Act establishing the Washington community college system, the state board is charged, among other things, with general supervision and control of the system, the elimination of unnecessary duplication and the assurance that comprehensive educational services are provided. In order to carry out these responsibilities, the state board exercises final approval of all vocational preparatory programs in the various community college districts.

After making the necessary internal analysis of need, a college desiring to establish a new preparatory vocational program issues a "notice of intent" to the respective regional vocational directors' council in which the college is located (the state is divided into six regions for this purpose). The program alert includes objectives of the proposed vocational program and a description of those to be served. The program alert, complete with regional recommendations, is then submitted to the state board, which distributes it to every community college and to the office of the superintendent of public instruction for review and reaction. The first major phase in the planning and review process is called the "alert process."

If a proposed program survives the alert process, the second major phase is the "approval process," which entails more detailed planning and reviewing activities for those proposed programs with a high probability of success. The proposing college submits a detailed program package, including a full statement of the objectives of the program, a proposed program budget, evaluation techniques to be followed to determine whether the objectives of the program have been effectively accomplished, membership lists and minutes indicating advisory committee endorsement, statement of desired qualifications of instructors, and a typical student schedule and course description.

Preparatory program starts have been monitored in this way since July of 1970. As of January 1, 1978, some 711 new vocational preparatory programs had been proposed in the system. Of these, 225 had been approved. Hence, in the community college system it is virtually impossible for a vocational preparatory program to be started that is redundant, unnecessarily duplicative, or would create a significant surplus of trained workers in the occupation.

We owe to the taxpayers a duty to police our programs, eliminating programs where possible, consolidating where feasible, and

avoiding unnecessary duplication among our institutions in every case. Again, however, this produces a decision-making process in which several interests and constituencies intervene. It is an interactive, complex, and comprehensive process for reaching decisions that has neither pure state control nor pure local autonomy.

Budgetary Controls. A 1976 publication of the University of California at Berkeley, *State Budgeting for Higher Education: The Uses of Formulas,* by Richard J. Meisinger, Jr., describes three case histories of formula development in California, Texas, and Illinois.

Why should we bother to examine three formula states? First, the formula control of institutional operating budgets is the principal and most fundamental type of outside control that concerns state and local trustees. Second, formal budgetary formulas are in use in twenty-five states, while many more states employ formula-like guidelines or aids to calculation in the budgeting process.

Formulas sound almost scientific; still Meisinger warns that formulas are more than mathematical calculations. "They are a combination of technical judgments and political agreements." It is precisely because of the latter—political agreements—that the argument regarding local autonomy begins to break down as a legitimate concern. Space will permit only a summary of the three-state experience.

The California formulas resulted from negotiations between the state colleges and the Department of Finance. They were not imposed on higher education in the strict sense and would therefore not be good examples of state action eroding local control. The state colleges asked for formulas themselves. Under such circumstances, how can one decry the erosion of local autonomy?

In Illinois, support for the formula came from the smaller, emerging universities (who sought equitable treatment with the older, established University of Illinois) and from the Illinois Board of Higher Education. There are several systems of higher education in Illinois and all of them participated in the development of the formula.

In Texas, task forces, committees, and subcommittees conducted formula studies between 1951 and 1955. The committees had representatives from the institutions, the legislative budget office, and the executive budget office staff. Pressures for modifications grew over time and changes were made. Institutional input since 1966 has come through the Advisory Committee on Senior College and University Formulas.

But we might ask, if a formula results through this kind of involvement, whose formula is it? Is it not as much a creature of the institutions as it is of the governor's fiscal office? It would seem that California, Texas, and Illinois are not good examples of how an apparent

drive for state control in budgeting reduced local autonomy of the higher educational institutions in those states.

Moreover, we can seriously question whether institutions of higher education or for that matter community college trustees really want to escape the controls implicit in known systems and procedures for determining their budgets. We wish to reduce uncertainty, we seek budgetary stability, and we shy away from sudden changes in our funding environment. Collective life in the Washington community college system has a clear conservative thrust when proposals to scrap the higher education formula are broached. What comes next could be worse! For this reason, the state board staff spends considerable time trying to increase formula percentages or otherwise improve the formulas rather than opposing the higher education formulas per se. If we wish to reduce operating strictures, we would be better advised to defeat budget provisos, since budgetary controls are exerted more through proviso language or line items than through the use of formulas.

conclusion

We have examined ten examples in which outside forces produce operational strictures on institutions of higher education: executive orders, lapsing and allotment procedures, accounting requirements, informational demands, contractual controls, enrollment demands, legal opinions, audits, programmatic controls, and budgetary controls. Yet in all of these instances, there are aspects not all that onerous to believers in institutional independence. Local districts, while sacrificing total independence in making these accommodations, in effect trade off degrees of local autonomy for stability and predictability from the forces about them.

An analogy to the free enterprise system may not be inappropriate. Many large corporations rely on government subsidies and seek protection of various kinds. It is common knowledge that free enterprise is no longer totally "free," though its advocates steadily decry the erosion of a cherished principle. Perhaps, like the prisoner of Chalon, those of us in both business and education are learning to live with our chains.

For those readers who expected a fire and brimstone presentation protesting state level threats to local autonomy, these paragraphs have been a disappointment. Yet we simply cannot ignore the facts, and each aspect of the question is murky.

For example, in all fairness we must acknowledge that each of the ten strictures described is regarded by some responsible official in

the legislative or executive branch as in the public interest to assure efficiency and accountability and to protect the taxpayer's interests. Each of the ten factors in and of itself may not be all that onerous. It is the cumulative impact that is so disconcerting. Yet to stonewall each stricture is to run the risk of being labeled a renegade public official and to seemingly oppose current values in the public sector. Community college administrators must attempt to understand the point of view of legislators: that as revenue resources have become tighter, legislatures seek ways of saving money rather than increasing taxes. The result is a whole series of decisions that from the institutional standpoint constitute operating strictures. Both sides in the seesaw battle that results should constantly remind themselves that what is at stake is maintaining a balance between the public interest as expressed in legislative and executive branch concerns with efficiency and accountability on one side, and the institutional interest in preserving maximum local independence to operate on the other.

There is still another dimension. We are tax-supported institutions. In this day of open meeting laws, public disclosure laws and presidential proposals for zero-base budgeting, it should not be too surprising to confront more detailed requirements for accountability. To a substantial extent, the ten examples of outside controls discussed earlier really involve this larger question of accountability. Certainly the reasons for additional control become more understandable when one looks at society's perception of the credibility of public officials, administration-faculty relationships, teacher strikes, heavy taxation burdens, and the like. People as a whole and thus their elected representatives want to know what it is that their dollars are purchasing. The only way that they feel they can come up with the answers is through a substantial, detailed data base and constant questioning by both executive and legislative branch representatives. We find that happening in our state, where the legislature's computerized LEAP (Legislative Evaluation and Accountability Program) system has been implemented to provide a greater base of information from which to make budget decisions.

Above all, there is little point in decrying the demise of local control or the rise of state control, for neither is a correct description of what is happening. Rather, higher education decision-making—because many constituencies have a legitimate interest in the outcome—is now based on a complex interactive process involving many interests, and will probably continue that way for some time to come.

The process will be typified not by coercion but rather by negotiation, compromise, and participation. It will take place in an atmosphere of considerable ambiguity, within which administrators and

boards must learn to operate. We will wring our hands as if in pain, but work closely with our tormentors! The obvious challenge is to change our tormentors into allies in seeing to it that fundamental community college characteristics are presented. State boards and local boards and their staffs will be natural allies in the common endeavor to create the best possible atmosphere to conduct their educational activities. State boards will be subjected to legislative pressures to serve as agents of the legislature in imposing greater controls over local limits. If the community college is to retain its unique ability to serve local needs, state boards will have to resist the legislative pressure and continue to serve a mediating function that helps preserve maximum decision-making authority for college administrators and trustees.

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The real question in Pennsylvania today is not the locus of control of community colleges but rather the responsibility for funding.

local control of community colleges: still operating in Pennsylvania

elwood a. shoemaker

The community college system of Pennsylvania is not really a system at all—at best it can be described as a loose federation of fourteen rather autonomous operations, each receiving monies from the Commonwealth of Pennsylvania and submitting some very basic information in return. The enabling legislation for community colleges in Pennsylvania did not contain any provision for a centralized organization of the colleges and there has been no real effort to establish such a system of community colleges. In light of developments in other states, where either the initial thrust or the later tendency was toward a centralized system, one must wonder how Pennsylvania's insistence on local autonomous units has fared.

Community colleges in Pennsylvania were initiated in 1963 with the passage of legislation (Act 484) modeled after the American Association of Community/Junior Colleges model of that time. This legislation created the community colleges as completely freestanding operations.

Establishment of community colleges must come as a result of local initiative. There are now fourteen community colleges serving

most of the populous areas of the state, but there are many areas of the state still without these services. The colleges must be sponsored by an existing taxing authority, such as school districts or county commissioners, which provides the funding necessary for the operation of the college over and above that provided by the commonwealth, and which appoints the boards of trustees.

The local boards of trustees have direct control over the community colleges. They are responsible for appointing the president, holding title to all of the physical facilities and assets, and making all of the necessary policies on admission of students, courses of instruction, tuition, and other matters necessary for operation of the college.

The funding for community colleges is provided for in the enabling legislation as follows: the state is obligated to provide one-third of the operating costs to a current maximum of $1500 per FTE and one-half of the capital costs. The state, since new legislation in 1974, also provides a stipend of $150 for each FTE enrolled in an approved occupational program. The local sponsors must provide the balance of the funding for both operations and capital. The law does provide that, to support the cost of operations, the sponsors may charge tuition to students, but this tuition may not amount to more than a per-student cost of one-third of the operating costs.

There is one very important and unique factor in the educational situation in Pennsylvania: Since 1896 we have had the Pennsylvania Association of Colleges and Universities (PACU), an organization including in its membership all of the institutions of higher education in the state. In the past twenty years this organization has increased its effectiveness and stature in the higher education community and the larger community so that today it serves as an important source of checks and balances for the total system of higher education in the state.

PACU represents a *unified* voice of higher education, a voice recognized and appreciated by legislators, the State Board of Education, the Department of Education, and others concerned with higher education. They recognize PACU as the voice of higher education. Representatives of the organization sit on the advisory council to the State Board of Education, on the 1202 Commission, and on all important task forces, committees, commissions, and so on, that in any way relate to higher education. Through this rather unique mechanism many of the problems of higher education are worked out internally before it becomes necessary for the state bodies to become involved.

In 1972 the community colleges established within PACU a separate commission for the community colleges, and in 1974 the trustees of the community colleges organized the Pennsylvania Federation of

Community College Trustees. Both of these organizations work closely with PACU, the other segments of higher education, the State Board of Education, and the Department of Education. Furthermore, the 1971 Master Plan for Higher Education in Pennsylvania recommended that the commissioner of higher education establish a coordinating council with the presidents of each of the segments. Since that time the presidents of the community colleges have met with the commissioner of higher education to discuss problems and concerns before it is necessary for the state to hand down a solution.

Another unique aspect of the system in Pennsylvania is the organization and operation of the State Board of Education, which in Pennsylvania is a coordinating board rather than a governing board. In the legislation that established the State Board of Education (passed in 1963) there was a specific charge to the board to develop a system of community colleges across the commonwealth. The State Board adopted policies and regulations for the establishment, operation, and maintenance of community colleges, but exercises no *direct* control over the institutions.

The other organization that is involved with community college operation is the Pennsylvania Department of Education (PDE). Essentially the PDE is concerned with protecting the commonwealth share of funding for the community colleges. Staff in the PDE approve the capital construction requests, work out procedures for funding, process the payments, and then audit the payments at the end of the fiscal year. The PDE is not involved in academic affairs, staffing policies, program approval, issuance of contracts, and so on, at the community colleges.

It is clear that in Pennsylvania the real control of the community colleges rests with the local board of trustees. The local sponsor must appoint the board and approve annual budgets; the State Board of Education provides some overall directions through the issuance of its regulations; the PDE is concerned with the commonwealth share of the funding for operating and capital; and the counterbalancing influence for all of this is the PACU and the Commission for Community Colleges.

how has the system worked?

I am not suggesting that the operations have been without difficulties; there have been and continue to be difficulties facing the system of community colleges. The basic difference is that by and large we have escaped the heavy hand of the state through an emphasis on cooperative efforts to resolve problems.

One of the best examples of this cooperation occurred in 1974 when the Community College Act was amended to provide that the state would fund FTEs enrolled in approved occupational programs with an *extra* $150 stipend. The act clearly provided that these programs had to be approved by the state secretary of education. We immediately wrote to the secretary asking that a committee be established to draw up criteria for the approval of these programs and that this committee include representatives from the community colleges as well as staff from PDE. That suggestion was agreed to; the committee was established, met, and drew up a draft of criteria. The list of suggested criteria was reviewed by the colleges and other staff in the department, and some minor modifications were made and agreed to. Next we suggested that a committee be established to review the proposed programs for the purpose of approving; we again suggested that four representatives from the community colleges sit on this committee. That was agreed to, and now each year this committee meets to review programs submitted by the community colleges for the purposes of approving them for this stipend payment. The system has worked well to everyone's benefit and satisfaction.

Another example was the two-year effort to make major revisions in the chapter of regulations pertaining to community colleges. The process started with a meeting including representatives from the PDE, the community college presidents, and the community college trustees. Each group was asked to suggest some of the changes that were needed and to review the changes that were proposed. Then began a long period of joint meetings, compromises, and some public hearings. The revision is now completed and all parties seem satisfied with the outcome.

Because of changes in the regulations and some recommendations in the new master plan, the community colleges have to work out a system for program review and approval. Again, the community college representatives held meetings with staff of PDE and provided the initiative for developing a proposal. The program review and program approval process will still be within the control of the local board of trustees; all that the department is requesting is that the fourteen colleges each implement a procedure to ensure that this will take place in some organized fashion.

The same sort of cooperative process has been used in developing guidelines for approving capital projects, the forms for requesting data on funding, development of a manual for the auditing process, and other similar problems. In each case a committee with representatives from the colleges has provided the leadership and developed a final document to which all parties could agree.

The experiences of the community colleges in the relationships with the State Board of Education and the Department of Education have been, for the most part, rather positive; we have attempted to identify problems before they became severe and then to work jointly for a resolution that provides maximum satisfaction for each party. For the most part, both parties would probably rate these last years as very successful.

Obviously, times are changing and—for higher education at least—the times are getting more difficult. The real question in Pennsylvania today is not the locus of control of the community colleges but rather the responsibility for funding. As already noted, there is a specific limit on the state share of the funding of community colleges, with the balance being passed on to the local sponsor. This is creating severe problems and the answers are not easy.

One of the indirect outcomes of this difficult period is an attempt by the commonwealth to obtain a share of the federal funds received by the community colleges. Since 1972 all federal funds received by community colleges in the commonwealth have been credited to the local sponsor's share. Last year the state attempted to offset its contribution to the community colleges by the amount of federal funds received by the community colleges. The community colleges have attempted to correct this with legislation and have been unsuccessful. Currently, the trustees' organization is in the process of filing petition of declaratory judgment against the commonwealth, challenging the constitutionality of the legislative attempt to do this. The interesting aspect of this particular problem is that the State Board of Education through an official resolution decided to join with the community colleges in suing the commonwealth on the question of constitutionality. This problem will probably not be resolved for some time; but, fortunately, the State Board of Education, the PDE, and the community colleges are working together on this.

The other problem is that of inadequate funding for the community colleges. Because of other constraints on the Department of Education and the State Board of Education, it is less easy each year for them to support the community colleges in their attempt to seek a more adequate level of funding. It is clear, however, that the local sponsors have nearly reached the limit of funds they can provide for community colleges, and the state seems like the most logical source for increased funds.

Any increase in the level of state funding will raise fears of additional state control. This is something the community college repre-

sentatives—both the presidents and the trustees—are very concerned about.

Another important consideration for the future grows out of the presently developing new master plan for higher education in the commonwealth. There are some clear indications that one of the important messages of the new master plan is a trend toward more centralized control. Representatives of all types of institutions continue to support our present mode of operations; but everyone also recognizes that change of some sort is inevitable.

The combination of the need for additional state funding, the probable recommendations of the new master plan, and the general trend toward more centralized control of higher education in other states lead to the inescapable conclusion that the experiences of the community colleges in Pennsylvania will probably change in the future. The community colleges still feel that the mechanism for our operations is working very well; there are problems, of course, but these problems are preferable to the unknown problems that would arise under a more centralized authority. The community colleges in Pennsylvania will continue to strive for the opportunity to serve and provide programs under the loose federation of institutions, while at the same time recognizing that change is coming and that we will have to make accommodations to those changes.

Elwood A. Shoemaker is the executive secretary for the Commission for Community Colleges, State of Pennsylvania.

A balance between state and local decision making results in an effective community college system.

state-local partnership in junior college governance

george v. moody

The issue of state versus local control of public community and junior colleges may be a major deterrent to the ability of these institutions to fulfill the roles commonly assigned them. The suggestion that the struggle is for either complete state control or total local autonomy is erroneous and fosters development of conflicts that interfere with productive activities on both local and state levels.

The Carnegie Commission on Higher Education (1973, p. 17) argues that "autonomy in the sense of full self-governance does not now exist for American higher education, nor has it existed for a very long time—if ever. Autonomy is limited by law, by the necessary influences and controls that go along with financial support, and by public policy in areas of substantial public concern. Autonomy in these areas is neither possible nor desirable."

state-local relationships

States have preeminent responsibility for education. The state through legislative action or the lack of it sets public policy for post-secondary education, including its availability, forms, quality, and efficiency.

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Control is the authority to make decisions that have impact upon an institution. Decision making is control, and control is power. The reality of control of the public two-year institutions is that control is a balance between decision making at the state level and decision making at the institutional level. Halstead (1974, p. 11) suggests that it is realistic to expect that some form of power struggle will always be inevitable between state and local concerns. An intriguing challenge is the continuing search for an optimal balance between central coordination and institutional autonomy.

The relationship between state and local institutions is generally the result of unique situations and conditions and reflects the traditions, values, and practices of not only the educational community but also the political process and the people of the state.

state structure

Mississippi pioneered in the development of locally controlled, state and locally supported two-year colleges. In 1908, state legislation provided for county high schools to serve the educational needs of the youth of a rural population; by 1922 these institutions had received legislative authorization to provide the freshmen and sophomore years of collegiate course work. The state legislature in 1928 reaffirmed local boards of trustees in provision of governance, while it established a state junior college commission to promote quality and coordination among the e new institutions. There are sixteen public junior college districts in Mississippi; eleven of these were established at the time of the 1928 legislation.

A half century later, the final decision making authority for the operation of the sixteen junior colleges in Mississippi continues to reside with the local board of trustees and administration. Decision making at these institutions reaches into the grass roots of the society they serve.

Local boards of trustees by law and practice appoint the president, adopt the college budget, employ teachers upon recommendation of the president, make provisions and establish policies for leave, set salaries, and establish the educational program of the college. The board is authorized to borrow money for operation and for construction and improvements, transport students, set fees and tuition, and issue diplomas or degrees to students who successfully complete courses of study. The board acquires and holds title to property, executes leases, and sells property not used and needed by districts. Further, the board may recommend a tax rate for district general support and maintenance from each of the member counties.

Glenny and others (1971, p. 7) advocate that as a participatory

agency, the state coordinating board for postsecondary education must rely on widespread consensus for its decisions and on persuasion and cooperation rather than fiat and pure power for policy and implementation. However, it is maintained that certain legal powers are necessary for the board to underpin and reinforce the intent of the state to plan and create a comprehensive system. The powers thought necessary for coordination include: to engage in continuous planning; to acquire information through the establishment of statewide management and data systems; to review and approve new and existing degree programs, new campuses, and extension centers; to review and make recommendations on any and all facets of both operating and capital budgets and, when requested by state authorities, present a consolidated budget for the whole system (p. 25).

The State Junior College Commission in Mississippi functions under the State Board of Education (K-12) and is composed of ten members: the elected state superintendent of education as chairman, three public university presidents named by statute, three public junior college presidents selected by the junior college presidents, and three lay persons appointed by the governor. The commission is granted approval authority with respect to local institutions' proposals for (1) new attendance centers, (2) contracts to borrow money for certain types of facilities, and (3) state funds for junior college vocational-technical facilities.

The commission, which meets quarterly, is considered a coordinating board for junior colleges. The work of the commission is conducted through and by the Division of Junior Colleges, State Department of Education. Statutes describing the division's authority and responsibility use terms such as *advice, assist, recommend, study, provide technical leadership,* and so on. The degree of state office involvement in local administration that the legislature and local administrators and boards desire from the state office is reflected in the size of the staff—two professional educators and two secretaries.

The eight public four-year institutions in Mississippi are under the central governance of a constitutional board, which has involvement only with the associate degree nursing programs operated by public junior colleges.

operational relationships

The relationship between the state office and local institutions is one characterized by inclusion of members of each level in practically every activity that has statewide impact: the annual budget requests for state appropriations, the establishment and maintenance of junior college standards, and the program approval process.

This relationship reflects the cooperation and mutual respect

between the levels of operation in Mississippi junior colleges Other accomplishments resulting from voluntary efforts of institutional representatives with the state office staff include a uniform academic course numbering system, a uniform financial accounting system, and the sponsorship and supervision of statewide activities for junior college personnel and students.

One of the state office staff members participates in the monthly presidents' meeting and the periodic meetings of academic deans, student personnel officers, and business managers. The overwhelming conviction is that the best decisions can be derived through an open forum of the local- and state-level staff and that most effective implementation of these decisions depends upon this bilevel participation as well.

Encroachments. The state control with which Mississippi public junior colleges must be concerned is through state agencies other than the Junior College Commission and Division of Junior Colleges. In varying degrees and directions, control is exercised by regulations of the state agencies that oversee buildings, public accounts, manpower, and other special activities. Further influence upon the local institutions is exercised through the conduct of studies and requests for information by these agencies and by legislative committees. This influence frequently interferes with local efforts which otherwise would be directed at some local priority.

Direct control by some agencies is obvious. An agency established for providing technical assistance and oversight of computer operations now purchases and holds title to computers and central data processing units at local institutions—regardless of the source of funding for the purchase. The state building agency has approval authority over state-funded building projects at the local institution, including approval of architect assignment, plan and specifications, award of contract, and inspection during construction. These relationships have been harmonious, but many local administrators feel they are unnecessary.

During the last five years, a state agency has been created to manage the employment and promotion of state employees through a classification system. Inclusion of employees of local junior colleges into this classification system is advocated by some legislators and would directly clash with the current authority of local boards of trustees.

Finally, regulations of state agencies governing certain programs conducted by the local junior colleges affect decision making. State boards for nursing, barbering and cosmetology, and other vocational education programs influence local decision making options.

strengths and weaknesses

If growth and development of services by local institutions to meet local needs is an indicator, local autonomy with state coordination works well in Mississippi. The basic function of community and junior colleges is education of students and this education takes place in institutions and in programs. Decisions are allowed to be made as close to the operational level as possible. Involvement in the decision-making process of the people concerned with and affected by the decisions enhances the acceptability and the execution of these actions. Decisions are not made at one level only to be carried out at another.

Local autonomy encourages rapid response to changing conditions and needs. It permits diversity, innovation, and initiative. Local autonomy also tends to minimize paper processing at the state office and deters state bureaucracy in education.

Finally, the broad base of local decision making helps local institutions and the statewide system of institutions to be politically effective. They are recognized as rightful partners in local and state affairs.

On the other hand, state coordination of locally controlled institutions has some inherent weaknesses. Not the least of these is the dependence of this relationship upon the goodwill and active support of all participants in the system. There may also exist a perceived, if not actual, protection of vested local interests rather than articulation of state interests.

In the Mississippi system, most action depends upon local initiative. Although the state office may recommend programs or activities, only the local institution determines whether such programs or activities are to become reality. There is no remediation for local decisions that are considered less satisfactory than others. The absence of this corrective authority by the state office creates a vacuum in the power process—a vacuum that is frequently filled by a noneducational agency.

The state office need not become involved in making decisions about internal institutional matters so long as the institution itself has operated reasonably and effectively in reaching decisions. However, the state's interest must be provided for if local action is not sufficient. This interest is not protected in many systems of locally autonomous institutions.

There are two other weaknesses arising from a system disposed to strong local control. State agencies restricted primarily to an informational and assisting role have a limited use—and few in the legislature or local institution will pay much attention to such an agency.

Furthermore, fear of stronger state control and growing bureaucracy may result in insufficient staffing of the state office. Failure to maximize advantages of coordination and to provide staff for the important planning function may result.

conclusion

Each state must be unique in its balance of state and local control. This relationship operates within the total social and political influences of the state.

Locally controlled two-year institutions with state coordination have served well in Mississippi and will meet future needs of the state if imaginative and diverse local participation continues in statewide concerns. Responsible decision making by each local board and administration is critical to local control. State leadership should aid in the decision-making process at the institutional level. Statewide interests and accountability for state resources should be assured by the proper balance of state-level participation in the total governance of the system.

The greatest deterrent to state control is the record of success of locally controlled institutions, managed effectively and efficiently to meet the needs of the areas of service. The greatest assurance for the best exercise of local authority is an active and concerned board of trustees, provided with relevant and accurate data, operating in the arena of open deliberation and in tune with district and statewide needs.

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George V. Moody, director of the Division of Junior Colleges, State Department of Education, serves as secretary to the Mississippi Junior College Commission and to the junior college presidents' organization.

In recent years, the need for some form of coordination and planning has been recognized for Michigan's public higher education.

Michigan at the crossroads

philip j. gannon

The entire question of institutional autonomy is a complex one. This chapter attempts to examine the question in a pragmatic context as it relates to the state of Michigan. We will look at the question of institutional governance in postsecondary education institutions in general and community colleges in particular. The most important issues are autonomy, finance and budget, governance, legal-constitutional concerns, and the attitudes of various internal and external constituents of these institutions.

Worldwide, the roles and functions of institutions of higher education are changing, and as these change, so does their degree of autonomy. Regardless of the traditions of private and public higher education in each state, institutions of higher education are being challenged concerning institutional autonomy and their responsibility to the state and federal governments.

In trying to meet the needs of their constituents, leaders in higher education and in state and federal government are taking positions in relation to coordination, statewide planning, centralization, role definition, composition of the board of trustees, post-secondary vs. higher education, finance, and enrollment.

In Michigan, the tradition of institutional autonomy has been extremely strong and substantiated through a number of court cases and constitutional recognition. In recent years, the need for some form

of coordination and planning has been recognized by all segments of Michigan's public higher education and government, and a number of studies have been completed and used to implement change. In December of 1972 Governor William G. Milliken established the Governor's Commission on Higher Education, which completed its work and gave its report in October, 1974. This commission sought "to find a broad consensus on needed reforms in postsecondary education and bring about their implementation." It also asserted that there is a need to determine opinions and attitudes of significant individuals and groups toward this report.

One of the key issues facing Michigan higher education will be the process by which institutions and the state will deal with the issues of institutional autonomy and the need for state planning and coordination. Prior to the mid 1950s, neither colleges nor universities nor federal and state governments involved themselves significantly in short- and long-range planning, nor was a need felt for extensive coordination and cooperation among locally governed public community colleges. The interface between these groups and among colleges was amiable and one of respect. With the large influx of students during the late 1950s and early 1960s, higher education forced a reallocation of funding and priorities on federal and state governments. With increased funding came pressure from the legislature and the executive branch of the state government for review and accountability.

As Logan Wilson, past president of the American Council on Education, has pointed out, "In a short period of fifteen years the issue of relative autonomy of colleges and universities and their freedom from unified control and national or state centralized control has moved from far down the agenda to one of the top priorities in higher education" (1965, pp. 29-37). Also, the decline in the number of high school graduates and a leveling off in taxes people are willing to pay the state government has created competition for funds as well as a public demand for accountability.

Robert O. Berdahl, in *Statewide Coordination of Higher Education* (1971), also emphasized how far centralization has moved in the United States, noting that in 1969 only two states had no politically named coordinating agencies and only two continued to rely on voluntary associations to perform the coordinating function. Two educators are quoted in the front matter of Berdahl's book as pointing out rather clearly the issue of autonomy as viewed from the perspective of higher education. John Gardner said, "The issue of university autonomy will never be finally solved. It can only be lived with." And Claude Bissell said, "Autonomy does not depend upon financial independence, for in these days, no university . . . is financially independent. Nor does it

depend upon isolation from politics, which at best is nervous and unreal, for every university these days must engage in constant conversations with those who have been elected to public office. Academic autonomy really depends on a broad social assumption that, despite the exigencies of the moment, we must not make decisions on inadequate information."

In 1973 William Milliken, Governor of Michigan, in his charge to his newly appointed Commission on Higher Education, listed several major concerns, which can be summarized as follows:

1. Institutions of higher education have fallen from high regard until only 33 percent of the American people express high confidence in educational leadership, as compared with 61 percent in 1966.

2. Not too many years ago institutions could request resources for capital outlay or operation from the state, and although many felt they did not receive all they wished, the rate was such that it probably could be looked on as the golden age for higher education in the United States. In the last few years it seems that it has almost totally reversed.

3. Because of the dissatisfaction of many students in the late 1960s and because of the financial crunch and changing of priorities, higher education is being reevaluated. It has to be accountable in ways and forms it never has before.

4. The effectiveness of teaching must also be reviewed.

5. The validity of the expressed desire of institutions for expansion, for more buildings, expanded programs, and bigger campuses, is questioned.

6. The need to measure the quality of education is to be emphasized.

The governor asked the Commission on Higher Education to be sensitive to what he hoped would be some of the anticipated outcomes and recommendations. He requested that the Commission on Higher Education:

1. Make recommendations regarding planning and coordination of postsecondary education and study the financial needs of postsecondary education.

2. Look carefully at the role and function of higher education in Michigan.

3. Devise a system for more effective planning and coordination.

4. Look for a more effective way for governance.

5. Look for a bold new design for the ordering and delivery of higher education services in Michigan.

At the federal level, the Task Force on Higher Education,

known as the Newman Commission, pointed out the trend toward uniformity in our institutions, growing bureaucracy, overemphasis on academic credentials, isolation of students from the world, and lack of sensitivity to career involvement on the part of higher education. Like most states which now have centrally developed planning coordination systems, Michigan higher education is at a crucial decision point. Michigan's constitution of 1962 appeared to give the Department of Education the role of coordination and planning. This has been contested in the courts and the autonomy of the individual colleges and universities has been substantiated. Boards of trustees are the accountable group. Consequently, there is no office designated by law in Michigan that can request cooperation and coordination of higher education. The executive and legislative offices through appropriations and other approaches do, however, impact on the areas of planning and coordination.

Historically, Michigan has had a strong commitment to all segments of public education. Over 80 percent of students in higher education in Michigan attend public institutions. In its constitutions and through court decisions, Michigan has reemphasized many times its respect for autonomy of universities and four-year colleges. Time and time again when clashes have arisen between institutions of higher learning and the legislature or governor's office, the courts have reaffirmed the autonomy of the institution and the reserve rights of the boards of control.

In the Spring 1978 issue of the *Michigan AAUP Letter,* Dr. Allen H. Jones, executive secretary of the Michigan Conference of American Association of University Professors, had an address that he gave at a forum on April 7, 1978, reproduced with the title: "Are We All in the Same Boat, or Is It 'Everyone for Oneself?"

The executive secretary's presentation, although not necessarily the view of the AAUP, does give a perception that is held by many in higher education in Michigan, including myself. He succinctly talks about the unique history of Michigan in higher education:

> A close look at the many AAUP statements of principle will reveal a common theme of respect for the individual faculty member and for the nature of the academic pursuit, and resistance to tendencies of administrative authoritarianism and academic centralization. Indeed, I believe that a strong case can be made that centralization and bureaucratization, whether at the institutional, state, or at some future point of national level, are anathema to the historic pursuit of academic freedom and academic governance by faculty. . . .

> Michigan has a unique higher education history, and I believe a most fortunate one. From the inception of public higher education with the University of Michigan, our state has provided clearcut constitutional standing for our primary institutions, and through the vicissitudes of constitutional revision, legislative muscle-flexing, and court interpretation, we now live with a nonsystem of higher education in which each public baccalaureate institution has an independent board of control and considerable protection from the political whims of either the governor's office or the legislature. While the State Board of Education serves as Michigan's "1202 Commission," it is clear that the board has no power over the institutions, and barely qualifies under the federal 1202 definition. . . .
>
> I think that this nonsystem is an excellent thing. Michigan has seen the gradual development of fifteen public baccalaureate campuses and twenty-nine public community colleges, each with autonomous boards and administrations, and each striving to develop and flesh out a character and charisma of its own. And, in fact, nearly all of these institutions have created some special appeal, and some loyal following, ranging from international prominence to local pride.

course taxonomy

One of the most interesting impacts on local autonomy, and one which will possibly be challenged constitutionally by the community colleges, was the Appropriation Act, which mandated a complete taxonomy of courses for which community colleges could seek state funding.

The State Department of Education was given the responsibility for the development of the taxonomy. In addition, the act provided that a panel of five members would be established to give direction to review and approve actions of the Department of Education with regard to the development of the taxonomy in matters of conflict between a college, the Department of Education, and the legislature concerning the taxonomy. However, no appeal or due process has been developed prior to meeting with the legislative representatives. The act further provides that the panel will consist of two senators and two representatives selected from the House and Senate Appropriations Committee on a bypartisan basis, and one representative from the Department of Management and Budget.

The act provides that a community college will not be funded for any courses not included in the final taxonomy developed from the

categories delineated in the Appropriations Bill. Appeals may be directed to the five-member panel provided by the act. The decision of the panel is final. It apepars at this point that the legislature is acting as an administrative agency, directing the Department of Education and community colleges concerning progam and course development at the local level.

There seems to be a direct conflict between this act, with its intrusion by the state legislature via a course-by-course analysis of what will be funded by the state, and the constitutional mandate given to community colleges for direction and control of their institutions.

A community college president adressed the following letter to the State Board of Education and to the legislature and governor in February, 1978, regarding the impact of the taxonomy on Michigan community colleges:

> Last week I presented to the State Board of Education the enclosed materials, which pertain to the taxonomy and the constitutionality of the community college legislation that became effective on August 4, 1977. I would like to share with you my concerns about what is happening to community colleges in Michigan.
>
> The major issues, I believe, are institutional responsibility and accountability. Not money—as important as that may be and of immediate concern.
>
> I think the issue is so critical that it is time for each of us to review carefully our philosophical commitment regarding the role, function, and responsibility of the executive office, the legislature, and the State Board of Education, as they relate to the responsibility, accountability, and autonomy of Michigan community college boards of control.
>
> Tradition and history in our country point in one direction—that responsibility and accountability be delegated, to the greatest degree possible, to an individual or group at the local level. This issue is central, I believe, in a democratic society. The other choice is to centralize, which, in my opinion, will diminish a citizen's opportunity for personal growth and responsibility for their own actions.
>
> Our way of life has centered around encouraging personal initiative and providing opportunities for self-improvement. I believe that community colleges play a major role in helping people realize their goals. They must be sensitive and accountable to the people they serve.
>
> It is because of the community college's unique relation-

ship with the citizens of its own district that I believe the local board should have control over programs, if it is to be held accountable for them, always understanding the need for statewide coordinating and planning. But it is the balance between the state and the local institution for these areas of responsibility that is the crucial issue. The relationship between postsecondary institutions and the state *should not* be and *need not* be adversarial.

The present involvement of the State Board of Education, the legislature, and the executive office in a course-by-course evaluation of the taxonomy places them directly into the classroom, past the board of trustees, the administrators of the college, and the faculty. This involvement does not serve the student or the state well.

The issue may be philosophical, but its implementation is major in its impact on the day-by-day activities and the future of our institutions.

I believe that the advisory and coordinating approach taken in the past by the state of Michigan in working with its postsecondary educational institutions has been more effective than the regulatory role played by governments in other states. In my opinion, the track record for our state points out that local autonomy, with responsibility, allows for greater flexibility and sensitivity to local needs. Michigan's approach has produced a community college system considered near the top in quality and cost-efficiency.

Another issue centers around the attorney general's recent opinion declaring unconstitutional the joint panel established by the 1977 Community College Appropriations Act to give direction, approve, and review the taxonomy. The State Board of Education has been requested to delay action with respect to the taxonomy to allow for the development of written procedures, allowing additional input from personnel in the institutions involved. In this way, a careful and judicious review of the interpretation of the state law, as it relates to taxonomy, could be made by affected institutions.

The concerns mentioned in this letter, as well as those held by many in the legislature, State Board of Education, and executive office, helped, I believe, to have the past approach to taxonomy be removed from the upcoming legislation in the House and Senate. It is possible, as of this writing, that these issues will not be a part of the legislation for the coming fiscal year.

finance

Since the completion of the governor's report, funding for Michigan higher education has followed two different approaches—one for the public colleges and universities and the other for community colleges.

For the public four-year colleges and universities an Investment Needs Model has been placed in operation; it evolved from the work of Dr. David Murphy, assistant director of the state's Senate Fiscal Agency, and Rick Bossard, fiscal analyst with the House Fiscal Agency.

Over the last several years they have worked with the thirty-member Michigan Higher Education Task Force, which is made up of two administrators from each baccalaureate institution. A number of quality-oriented indices were developed, along with an evaluation and comparison of peer institutions. This information was then used to measure and ascertain the institution's actual needs. Although the model has not been totally funded, it does recognize the unique nature of each institution. During the last several months the approach has been questioned by individual institutions; however, it is the state's present position to continue with this approach.

The Department of Education has not played a significant role in the development of formulas for community colleges, universities, or four-year colleges. The legislative fiscal agencies met with university representatives and developed a formula that was accepted on an experimental basis by the Senate and House of Representatives. The community colleges at this time were also funded under a formula that took into account a number of variables.

The approach used in Michigan over the years for appropriations has followed the pattern of individual community colleges receiving from the governor each spring policy statements concerning development of the budget to be presented by the governor in January of the following year. This is received about eighteen months prior to the state fiscal year, which beging October 1.

The local campuses have the autonomy to develop budget preparation in detail on campus without specific guidelines from the state. Locally, the budgets are developed in detail in August of that year. The Department of Budget and Management of the governor's office gives instructions regarding the submission of the institution's budget request.

There are no limitations on the use of external income other than that the state does not incur liability without concurrence for further funding of programs implemented through the use of federal or

private funds. The state does not interfere in the areas of personnel assignments, operations, or administration of the community colleges.

In past years, the individual community colleges have submitted their detailed budget requests, which included enrollment projections, program information, tax base, millage rates, and other financial data. The practice of the governor's office and the legislature has been to develop a systemwide formula for funding community colleges. The formula considers funding levels of three basic programs—liberal arts/business, vocational-technical, and health careers—in computing the growth allowance for individual community colleges. There are certain deductions applied for in recognition of the local property tax and tuition dollars collected by the individual institutions (see Figure 1).

In past years, Michigan has made varying amounts of funding available for physical plant development on community college campuses—usually never more than 50 percent of the project, and in the last several years there was a limit of $750,000 in any one year per institution.

Because of austerity in budgeting, very few dollars have been allocated for capital outlay in recent years. Under state law, community colleges have the authority to fund building projects through the sale of bonds. The amount that can be raised through bonds depends on the tax base of the individual college district.

The Community College Act of 1966 as amended provides that the colleges can sell bonds in the amount of 1½ percent of the first $250 million state-equalized valuation plus 1 percent of all valuations over that amount. The law further provides that the college may levy sufficient millage to pay the principal and interest on these bonds, which have been authorized by the board of trustees and subsequently approved by the State Municipal Finance Commission. The colleges have an additional opportunity through a vote of the electorate to bond up to 5 percent of the total state-equalized valuation of their district.

In addition, a college can, through a vote of the people, provide for a special building and site millage, which could be levied for one or more years to provide funds for building purposes. Colleges may also earmark a portion of their current voted millage for capital outlay purposes. Community colleges have also received federal funds for building purposes, but these funds have been minimal in recent years.

Funding for the Michigan public school retirement program is provided by the individual community colleges. In contrast, the primary source of funds for K-12 is provided by the state.

Figure 1. Appropriations for Michigan Community Colleges

By legislative act, the actual appropriation for community colleges in 1977-78 was $109,875,574. The appropriation was based on three funding categories according to enrollment: General Academic, Vocational/Technical, and Health. In addition, a series of special provisions were allocated to specific colleges.

General Academic	59%
Vocational/Technical	23%
Health	10%
Special Provisions*	8%

Shaded areas represent prison students who are funded through the enrollment in the three categories and in the special provisions category.

*The statutory special provision of over $8 million for Wayne County Community College is not shown.

The cost of staffing and funding certain new programs has placed a severe financial impact on community colleges as well as other state institutions. Some of these costs include worker's unemployment compensation insurance, which is funded by the individual colleges, programs for the physically handicapped, fire insurance requirements, the Michigan occupational Safety and Health Act, compliance with Title IX, and other similar legislation, both state and federal. This is not to question the validity of such acts, but merely to point out that they do have a financial impact. In Michigan the appropriations bill for community colleges provides that no fewer than three community colleges shall be audited biannually. These reviews are commonly referred to as performance audits. There are no guidelines provided to

the institutions in advance of such an audit. While helpful in the long-range point of view, at times the audits have a severe internal and external effect on individual institutions, since they are reviewed carefully by the legislature and executive office, and distributed to the media.

The significant change this year centers on the House and Senate approach to funding. The Senate approach is not enrollment driven as has been the case over the years, but attempts to establish a model based upon previous years' expenditures and enrollment, allowing for a base to be established. The House proposal uses a combination of the governor's and Senate's proposals. It recognizes enrollment changes, but also the financial problems some of the institutions suffer with large enrollment increases or decreases, through placing a minimum increase of 7½ percent over the current year's funding. It further recognizes the wealth of the individual district in terms of tax base per student, and provides for a power-analyzing concept that has been proposed by both the governor and the Senate. The House proposal recognizes enrollments as a base for providing state-supported dollars to the institution.

Both the Senate and House proposals provide a considerable increase in dollars over the governor's proposal in recognition of deficiencies in previous years of funding for community colleges.

survey of voters and postsecondary officials

The 1973-74 study by the Commission on Higher Education pointed out that there was a need to determine the attitudes of the people of Michigan and the different segments of higher education regarding the need for change in the areas of coordination, cooperation, autonomy, and other key issues in higher education. The Commission on Higher Education made its report in 1974 and Governor Milliken stated in his State of the State Address in 1976 and 1977 that the state of Michigan must carefully review the role, function, and system of higher education in Michigan. The governor and the commission further expressed the desire that the attitudes of the people, both directly and indirectly involved in higher education, should be determined and analyzed.

To find out what the people of Michigan and the representatives of public and private institutions thought about governance, a complete study of attitudes and opinions was made in 1977 by this writer. The profile of the respondents evolved into two distinct patterns representative of the two groups studied.

The registered voter's profile followed the demographic and

psychographic patterns for Michigan registered voters in majority-minority makeup and distribution geographically into four major areas of the state: central, southeast, upper peninsula, and western. The sample was further delineated into voter patterns for central city, farm, rural, small city, and suburbs. These eleven categories made possible an analysis of the voter opinions and attitudes toward post-secondary education and their possible voting patterns on the key question of coordinating or controlling public higher education.

More than six hundred key faculty, presidents, board chairmen, and board members of eighty-two Michigan higher education institutions ranging in type from private and public two-year colleges, four-year public and private colleges to specialized institutions and public and private universities were mailed questionnaires with a return rate of over 86 percent. The range in size of institution was from several hundred to over forty thousand students. For each type of institution the respondents were classified by age, number of years experience in their own institution, size of institution, and whether or not their institution was organized by employees for bargaining purposes.

attitudes of postsecondary officials

Goals and Purposes. When institutional representatives were asked to consider whether the goals and purposes of postsecondary education in Michigan were clearly defined, board chairmen (54%), administrators (51%), and board members (49%) were in general agreement that they were not. Interestingly enough, faculty held an even stronger position (64%) in this regard.

By types of institutions, the private institutions, with the exception of the private universities, did not hold as strong an opinion. All other institutions responded that goals were not clearly defined.

Planning and Coordination. Institutional representatives, when asked if they thought that the present approach to planning and coordination would meet the needs of Michigan higher education for the future, showed some disagreement. Board chairmen responded more strongly (52%) that the present approach would not work, than did board members (43%). The faculty were strongly convinced (61%) that the present approach would not be adequate, and administrators (59%) agreed. The representatives of public institutions held the opinion that our present approach was not going to be satisfactory, with those representing community colleges (56%) most strongly holding this position. But those representing private colleges were inclined to be more in agreement that the present approach was satisfactory.

The length of service of board members had little impact on

responses; however, when faculty had less than ten years' experience in higher education they responded more strongly that our present approach was not satisfactory, as did administrators of less than ten years' experience.

Statewide Planning and Coordination. Institutional representatives, questioned about whether statewide planning and coordination for higher education could be separated from concerns of institutional governance, had opinions that were generally evenly distributed. Faculty held the strongest negative opinion, differing with the other groups (54%) disagreeing, whereas board chairmen, board members, and administrators responded somewhat the same, evenly divided in their opinions.

Four-year public colleges and private graduate institutions and universities were the only two types of institutions in which the representatives were in agreement on this question (61% and 56%). The respondents from the public universities held the strongest position (57%) in disagreeing with the proposition that these concerns were separable.

Independence of Boards of Control. Institutional representatives, when asked to respond to the proposition that one of the strengths of higher education in Michigan is the relative independence of the boards of control, were in strong agreement, with faculty being in agreement 59% but considerably less so than the other three groups. Undoubtedly, this could have something to do with the faculty's possible perception of their relative strength vis-a-vis board and administrators.

By different types of institutions, the private institutions tended to be less favorably inclined toward this position than did the public institutions. All, however, were in high agreement.

The more experience the respondents had in higher education, the more they tended to be in favor of a strong independent board, with the exception of faculty members. If faculty had less than ten years' experience they were more in favor (70%), but less in favor (54%) if they had more than ten years' experience.

Voluntary Governance. When institutional representatives were asked if a voluntary approach for governance and coordination for higher education were appropriate, the board members were in favor (52%), with the administrators at 46%. Faculty members disagreed that a voluntary approach would be a satisfactory one with only 36% favoring this position.

Analysis of respondents by years of experience in higher education showed that administrators with more experience seemed to be of the opinion that the voluntary approach was a better one.

Statewide Advisory Governance. Institutional representatives were asked for opinions regarding a statewide advisory approach for governance and coordination for higher education. The strongest advocates for this position were the administrators (68%), followed by the faculty (59%), with board chairmen and board members pretty much in agreement, 53% and 55% respectively.

By types of institution, the four-year private colleges were least inclined (50%) in this direction, with the public universities most inclined to accept this position (66%).

From respondents of those institutions organized for bargaining purposes there was an important difference; 61% responded that this approach was more appropriate as compared with 47% of those not organized.

Analysis of respondents by experience in higher education showed an important difference among administrators. The longer they served in higher education the more convinced they were in support of the approach. There was an 18% shift in favor of this position among those with ten years or more of experience.

Regulatory Governance. When institutional representatives were asked their opinion of a regulatory approach for statewide governance and coordination for higher education, faculty were in least disagreement with this approach, as compared with administrators who were most emphatically in opposition (68% for faculty and 84% for administrators). Seventy-seven percent of board chairmen and 74% of board members also disagreed with this approach, but not to the same degree of difference as faculty and administrators.

By types of institution, there was agreement across the board that this was not the approach to take, although there was a difference of some degree with the private graduate universities being in opposition 61% as compared with the public universities in opposition 80%.

Separate State Board. When asked about support in the education community for the creation of a separate state board of higher education with advisory powers, many institutional representatives agreed with this proposition, with the board members 33%, as compared with the board chairmen 47%, administrators 52% and faculty 48% agreeing.

Legislative Support for a Separate State Board. When asked whether a separate state board of higher education would receive the support of the legislature, the majority of all respondents held no opinion or did not feel they were well enough informed to answer this question. It appears that the educational community does not feel informed about the position of the legislature on this question.

Executive Support for a Separate State Board. When asked if

there was substantial support for a separate state board of higher education in the executive office, the majority responded that they lacked information or held no opinion on this question, with the exception of board chairmen who had some tendency to agree with this position (38%).

Duplication, Competition, Cooperation. When asked whether the lack of a statewide board of control for higher education would lead to duplication of resources and unwarranted competition, all disagreed. However, faculty (57%) and administrators (58%), as compared with board chairmen (68%) and board members (75%), expressed less disagreement concerning this issue.

By types of institution, all disagreed with this position. The public colleges and universities held a stronger degree of disagreement than did the private institutions. It is apparent that all of higher education, public and private, feels that a state board of control is not necessary to stop duplication, unwarranted competition, and lack of interinstitutional cooperation.

Discontinuance of Local Boards of Control. When respondents were asked whether the present boards of control for public colleges and universities should be discontinued and these colleges and universities placed under a single statewide board, board chairmen (86%) and board members (90%) held the strongest opinions in opposition. The faculty (70%), although in opposition, were less so than administrators (84%) or board members. However, the administrators tended to follow the faculty in not holding quite as strong a position as the board members. It is apparent that all categories of respondents held strong opinions in opposition to this proposition.

Functions and Responsibilities of State Board of Education. Institutional representatives were in general agreement that the responsibilities of the present State Board of Education should be limited constitutionally to leadership, general supervision, planning, and coordination; the agreement level ranged from 62% to 70%.

Considered by type of institution, the private community colleges, four-year colleges, and universities were significantly less inclined to agree with this position, as compared with the public institutions who favored it.

Should the Community College Board Be Elected? Institutional respondents, when asked whether community college boards of control should continue to be elected, all agreed. The lowest in agreement were the faculty at 59% and the highest were the board members at 73%. Board chairmen agreed at the 71% level and administrators at 67%.

By type of institution, all respondents favored community col-

lege boards continuing to be elected by the public, with the exception of public universities at 43%. In greatest support of this approach were public community colleges at 91%. They are also the most directly affected by the approach, which they now use for selection of board members. The others ranged in the 50s and into the 60s. Further analysis showed that public universities under 30,000 enrollment that have their board members appointed disagreed with the proposition at the 49% level and agreed with it at the 35% level. Interestingly enough, the public universities over 30,000 that have elected boards agreed at the 60% level. It appears that one of the most important factors in determining one's opinion in this regard is what approach is currently being used for selection of the board or the institutional representative.

Should the Community College Board Be Appointed? Institutional respondents, when asked whether the community college boards of control should be appointed by the governor with advice and consent of the Senate, disagreed in every category with this approach for community college board selection. The board members were the highest in disagreement (69%), administrators (68%), board chairmen (65%), and faculty the lowest (55%). The present boards of control of community colleges, including the K-12 board, are elected at large; the regional state universities and colleges have appointed boards and the three major universities have elective boards, and each group seemed to prefer to remain with the approach it is now using for its selection process.

By type of institution, respondents from the four-year public colleges reported 48% disagreeing with this approach and 33% agreeing. The group most in disagreement with appointment by the governor was the public community colleges (89%), followed by the private community colleges (73%), with the four-year private colleges and graduate schools and universities in the mid-50s.

Redistricting of Michigan Community Colleges. Institutional respondents, when asked whether redistricting of Michigan community colleges should take place to provide the services equally to all areas of the state, were close in agreement by a simple majority; however, board chairmen and administrators were at 48% each, with board members at 55% and faculty at 58%. The redistricting question appears to raise the problem of possible competition locally for students and programs.

By type of institution, respondents followed an interesting pattern that possibly signified the interest of the institution. The institutions most in disagreement with this position were the four-year public colleges. They would undoubtedly be the institutions upon whose programs and student enrollment redistricting would have the greatest

impact, examples being redistricting in and around Northern Michigan University, Central Michigan University, or Western Michigan University. The four-year public colleges were the lowest (26%) in agreement that this should be the approach to take, followed by private colleges (42%), and public universities (46%). The community colleges most directly impacted were the highest in agreement (71%).

Institutional respondents with increased experience in higher education were, without exception, by category more in favor of redistricting of Michigan community colleges. The board members with less than ten years' experience in higher education agreed at 52%, while board members having more than ten years' experience agreed at 56%. Faculty with more than ten years' experience were in agreement at 62% and those with less than ten years' experience at 57%. Administrators with less than ten years' experience showed a greater margin of difference in this regard, 35% in agreement, but those with more than ten years were at 56% agreement. It is very possible that the newer administrators perceive the recent growth and emergence of the community college as a more direct threat to their institutions than those that have been in higher education for a longer period of time.

Should Community Colleges Grant Baccalaureate Degrees? When institutional respondents were asked whether community colleges should be allowed to grant baccalaureate degrees, all categories agreed that this would not be an appropriate role for community colleges. The highest in agreement were faculty and administrators at 85% each, followed by board chairmen at 67% and board members at 64%.

By type of institution, the respondents agreed that this approach should not be taken by community colleges, the highest agreement being that of the four-year public colleges at 91%, followed by the public universities at 80%, public community colleges at 72%, private graduate schools and universities at 64%, four-year private colleges at 63%, and private community colleges at 60%.

Institutional respondents with increased experience in higher education followed the trend of being more in agreement that the granting of a baccalaureate degree should not be the role of community colleges. The highest level of agreement was found with faculty who had more than ten years' experience in higher education at 90% and administrators with more than ten years' experience at 88%. Board members showed the same trend but at a lower level of acceptance, 62% for those with less than ten years' experience and 70% for those with more than ten years' experience.

Should Community Colleges Have the Same Relationship to the Proposed State Board of Higher Education? Institutional respondents,

when asked whether community colleges should have the same relationship to the proposed state board of higher education as baccalaureate institutions, varied their opinions in an interesting pattern. Faculty were in the highest agreement (67%), followed by board chairmen and administrators at 62% each, and board members at 64%.

By type of institution, the respondents were in agreement, with the exception of the private graduate schools and universities at 47% and the public universities at 43%. The other institutions were in favor of this relationship with the four-year public colleges at 68%, and public community colleges at 76%. It is interesting to note that the public universities do not perceive the community college as having the same relationship with the proposed state board of higher education. This should be a point of further inquiry and interest if a state board should evolve in the future.

Separate Boards of Trustees. Institutional respondents, when asked whether there should be separate boards of trustees for those community colleges presently under K-12 boards, agreed in all categories, the highest being administrators at 73%, followed by board chairmen at 70%, faculty at 68%, and board members at 65%.

attitudes of registered voters

Governing Boards. A sample of registered voters, when questioned in a telephone survey on how well they were satisfied with the actions of the governing boards of our public colleges and universities, responded that they were not well informed (65%). Twenty-two percent were satisfied, or moderately satisfied, and only 2% were dissatisfied. The opinions of whites and minorities on this question seemed to follow somewhat the same trend, regardless of what area of the state was surveyed. When the respondents were classified as either rural or urban, the farm and rural voters appear the least satisfied and the small city, suburban, and central city voters appear the most satisfied with their governing boards.

Single Statewide Board. When the sample of registered voters that reported themselves as informed on the issue were asked whether the present governing board members for Michigan public colleges and universities should be replaced by a single statewide board, they responded negatively. Forty-eight percent said this should not be done and 24% said it should.

The respondents of minority races supported this approach more than did the whites. The whites were 51% against and the minority races 33% against. This question can be viewed from the standpoint of centralization versus decentralization with the possibility that

a centralized system could be more easily activated through a statewide system than through separate local boards.

When respondents were classified by urbanization, those in greatest opposition were the rural (55%) and the small city (53%), followed by suburban (48%), farm (44%), and central city (38%).

Advisory or Regulatory Statewide Board. When sampled registered voters were asked whether this statewide board should be advisory or regulatory, their opinions were very close (40% to 38%). Of the minority races, 27% felt that the board should be advisory, while 51% felt it should be regulatory; as opposed to the white voters, of whom 43% reported that it should be advisory and 35% that it should be regulatory.

The rural area held the highest percentage in favor of advisory (47%), followed by suburban (42%), farm and small city (39%), and central cities (35%). The strongest position for a regulatory approach was that of the central cities (46%), followed by the farm area (44%), and then small city, rural, and suburban.

future conditions of postsecondary education

Institutional representatives and sample Michigan voters responded in varied fashion to questions regarding the future conditions of postsecondary education. Of institutional representatives responding to the question of whether enrollments will stabilize, decrease, or increase, 41% believed there would be stabilized enrollment for higher education, while 47% believed there would be decreasing enrollment, and only 18% believed that higher education enrollment would increase in the future. Eighty-nine percent agreed that there would be more specialized demands for educational services.

Almost all institutional representatives (93%), when asked about increasing costs, believed that costs would go up. They also reported that competition for students would be a problem (90%), along with stiffer competition for revenue (94%).

Institutional representatives (58%) believed that their institution's mission would be more difficult to define in the future, and that the quality of their institutions would be more difficult to maintain in the future (62%).

Interestingly, of the sampled Michigan voters, the greatest number said that the quality of institutions would improve in the future, with only 12% saying it would not and 24% reporting it would remain the same. Once again, a substantial number (19%) reported that they were not informed.

Cooperation and coordination are key issues for higher educa-

tion in Michigan. Institutional representatives agreed that the competition for students, among other issues difficult to resolve, will be an important issue requiring cooperation. Forty-seven percent agreed that cooperation would be more difficult in the future, and 42% disagreed.

When institutional representatives were asked whether resources would be more difficult to manage and whether there was a need for a greater diversity of programs, they reported that this would be a problem. When they were asked whether there will be continuing respect for higher education, their opinions were divided almost evenly. Approximately 40% perceived that this is going to be a problem, and 40% responded that it would not be more difficult in the future. The question of the image of higher education hung, in a sense, on the opinion of key people. It would be most interesting to find out why they felt the image of higher education will remain the same or become a crucial issue for higher education in the future, and what could be done to hold or improve the image of higher education.

The fact that so many sampled Michigan voters feel they are uninformed is significant. It appears we have an opportunity to inform Michigan citizens about what our educational institutions accomplish for them.

Responsibilities of a State Board of Higher Education. When institutional respondents were asked whether collecting essential data about postsecondary education would be facilitated if a new state board of higher education were established, the highest in agreement were the faculty at 97% and the lowest in agreement were the board chairmen at 87%.

When they were asked if the proposed state board should conduct comprehensive and continuous planning and assessment studies of all aspects of postsecondary education, they were generally in agreement, with faculty agreeing 89%, administrators 88%, board members 88%, and board chairmen 80%. It appears that some board chairmen may perceive that this function intrudes on the reserve power of the local board. Institutional respondents, by type of institution, ranged from 59% to 93% in support of this function. However, it is of some interest that the range is wide and one might draw the conclusion that the private graduate universities and four-year public colleges would prefer not to have this intrusion into their board functions.

When asked whether this board should advise the governor and the legislature about the financial and other needs of postsecondary education, the board members responded in highest agreement (91%), the faculty second (89%), with the board chairmen at 87% and administrators at 88%. By type of institution, respondents fell into an

interesting pattern on this question. All were in high agreement with the exception of four-year public colleges at 55%, following their pattern of less agreement than other types of institutions about board functions relating to local autonomy.

Institutional respondents, when asked if this board should advise the governor and the legislature on the roles and missions of individual institutions, their education programs, and needs for new programs, centers, schools, or departments, all agreed, in a range from 69% to 81%, which may be significant inasmuch as this would place this board directly into advice on very critical issues within individual institutions. However, the tradeoffs by faculty or administrators or board might be one reason for this acceptance. The discontinuance or emergence of a new program with third-party input might be viewed as a plus or minus and could be an indicator. Institutional respondents with greater years of experience in higher education did not agree at the same level as expected; it would appear that faculty, board members, and administrators with less experience in higher education are not as concerned about this function being handled by a state board as are those with greater experience.

Reacting to the question of whether the board's responsibilities should include assistance in the development of cooperative relationships among institutions and among the sectors of postsecondary education, faculty and administrators were the highest in agreement (93%), board members at 88%, and board chairmen the lowest (78%). Possibly once more we are seeing a role clash between what is perceived by the local board as its function as compared with sharing this with the statewide board. By type of institution, respondents once more showed that the four-year public colleges were at the lowest level of agreement (74%) on this function of a statewide board as compared with high agreement among public community colleges at 92%.

When asked whether this board should name appropriate advisory committees and councils, institutional respondents generally agreed at a lower rate than on other questions in this group, with administrators highest (80%) and faculty the lowest (73%).

Institutional respondents, when asked if the board should provide other advice and counsel concerning higher education as either the governor or the legislature may require, were in general agreement with the faculty in highest agreement at 95% and the board chairmen in lowest agreement at 82%. Once more, board chairmen may perceive a possible role conflict with this proposed board. Responses, examined by type of institution, showed that the four-year public colleges were once more lowest in agreement at 65%, with the private and public community colleges in highest agreement.

conclusion

Our frustration when facing extremely complex problems that center on making decisions in high-priority, highly valued areas, leads us many times to overlook what we have accomplished and what has worked efficiently within the processes and the structures we have maintained.

Across our country and, in fact, around the world, people are confronted with some of the same difficult questions. Russia, France, and other countries with highly developed centralized planning for higher education are apparently facing the same severe problems of too many graduates in some areas, scarcity in others, and the inability to react quickly to the problems of their rapidly changing society.

The tension and conflict that center around the need for coordination and planning go back to the very beginning of higher education. Lay boards were a part of the early Greek institutions of higher learning and experienced some of the difficulties we have today. The University of Florence in 1321 was initially controlled by students who paid the professors, and I would assume out of kindness and the interest of the city, a lay board was appointed and a tax spread to allow for the instructors to be paid other than directly from students in their classroom. In this case, the students lost autonomy and the citizens of the city gained authority. Lay involvement in higher education and the conflict and tension inherent in cooperation between the needs of society and its institutions can be traced through the early years of higher education in Switzerland, Ireland, the Netherlands, England, and our own colonial period. Politics, student unrest, and faculty desire for autonomy or control have always been a part of the scene.

In Michigan we have tried several approaches. Initially, the University of Michigan had a board of regents appointed by the governor. The governor's appointees became too politically involved in the operation and direction of the university. Because of this type of involvement, the appointed board was changed to an elected board at the next constitutional convention. According to this constitutional change and later court decisions, these individuals elected by the people and representing their interest were considered coequal with other elected legislators. This gave Michigan institutions of higher education the opportunity to evolve institutional autonomy and responsibility.

In reviewing the attitudes of institutional representatives and Michigan voters about the issue of statewide coordination and control and what is happening in Michigan under present legislation, one can perceive a wide difference between the opinion of voters and institutional representatives and the approach taken by the legislature.

Three significant time periods stand out in the history of Michigan community colleges: 1914, when Grand Rapids Junior College was established; the late 1940s and early 1950s when junior colleges in Michigan changed to more comprehensive community colleges; and now a period of legislation that changes control of institutions from primarily local to more centralized control.

The issue of the constitutionality of this approach is under consideration at the present time and the outcome could very well determine in what direction community colleges will go in their mission and role—highly centralized or decentralized.

Our state is at a crossroads.

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Further resources from the ERIC Clearinghouse for Junior Colleges can help readers in balancing the state-local control issue.

balancing state-local control: sources and information

andrew hill

The issue of state control versus local autonomy has been a lively topic among community college educators for a long time. A particularly noteworthy area of concern because of the historically local orientation of the community college, it arises in a variety of contexts and spawns numerous subordinate issues.

Most of the works published regarding school finance are addressed to the statutes, mechanics, structure, and functions of state boards. Booth (1977) compiled a bibliography of abstracts of 531 state reports that reflect the expansion of state interests and activity in post-secondary planning and coordination. Two previous editions of *New Directions* (Lombardi, 1973; Gleazer and Yarrington, 1974) are also excellent references on state coordination and community college finance.

A number of documents provide insights into national trends in state-local interaction. Martorana and McGuire (1976) review state legislation pertinent to community college operations and programs. In addition to summarizing information about each state, they also identify some of the national trends. A more recent document updates and reexamines some of these issues (Martorana and Nespoli, 1977).

Day and Bender (1976) report on the results of a nationwide

survey of state agencies conducted to determine whether criteria and procedures have been developed to evaluate or suspend extant community colleges. They found that, increasingly, states use one or more criteria at either the state or institutional level for evaluation of community college programs, with state agency evaluation procedures ranging from review based upon institutional recommendations to statewide accreditation. They conclude, however, that in most cases local institutions still have the final word on suspension or termination of a program.

The most recent compilation on state role in community college education and the impact the state has on local autonomy is a report by Martorana and others (1978). Much of the information in this document deals with the same issues raised in this volume of *New Directions,* and hence should be examined by the professional seeking further to explore this area of concern.

In an attempt to provide information to the state legislature, the California State Postsecondary Education Commission examined state financing systems in eight other states. These reports appear in *Financial Support for the California Community Colleges: Characteristics, Objectives, and Alternatives. Commission Report 77-3* (1977). Some recommendations are also included, of particular interest being a shift from a statutory to an annual budgetary system, retention of tuition exemption from credit courses, and the dropping of the demographic funding factor. A related document that supplements this information is *Methods of Two-Year College Finance in Selected States. A Supplement to Financial Support for the California Community Colleges, Commission Report 77-3* (1977).

finance models

As seen in the chapters in this volume, the range of possible levels and means of state-local interactions are highly varied. Wattenbarger and Starnes (1976) review the philosophical underpinning of the purposes of the community college, the basis for state financial support, and the ways in which various states have implemented financial support programs. They suggest a three-part process model for community college funding, including a college allocation formula model designed to redress the detrimental effects of currently utilized formulas under conditions of decreasing enrollments.

After presenting information that deals with the whole spectrum of school finance, Garms (1977) proposes two alternative models for financing community colleges. One of the models is for states that prefer a state system, the other model is for states that prefer a system of public colleges with a partnership between localities and the state.

A final model for a systemwide switch to management by objectives is presented by Puyear and others (1977), who suggest that this system provides for smooth coordination in a state system.

examples of state influence

Although there is much discussion of state impact on a theoretical level, little information is available on the effect of centralization on colleges and individuals. In Virginia, it is reported that the Council of Higher Education evaluated the productivity of 436 degree programs in twenty-three colleges, and although changes were suggested in forty-five programs, the largest impact was on thirty-four programs that were voluntarily closed by the Community College Board (Meisinger and Riley, 1976). In any event, it is a clear example of state control over local programming.

One area of state control over local programming that has received a good deal of attention is the funding, or lack of it, for adult education and noncredit programs (Douthit, [1976]; *Adult School and Community College Finance,* 1976; and Reed, [1976]). Among the findings: Many schools assign credit to somewhat questionable classes because their states do not fund noncredit offerings; funding limits should be set by the state, but individual community colleges should be able to expend funds according to the needs of their individual communities.

Collective bargaining may be a threat to campus autonomy depending upon how the state sets up its structure for handling faculty bargaining. Mortimer (1976) reviews experiences in eight states, identifies major patterns in state-institutional and system-institutional authority relations as associated with faculty collective bargaining. He also proposes six factors that determine the degree of centralization that occurs under collective bargaining.

Part-time faculty could be directly affected if the recommendations prescribed by Petersen and others (1976) are heeded by the Board of Governors of the California Community Colleges. They recommend opposing legislation for pro rata pay or tenure, two issues of vital importance to all part-time faculty. Yet this may well be a case where individual administrators are happy to let the state shoulder the burden in refusing the part-timers' demands.

viewpoints and opinions

There are, of course, widely divergent viewpoints on the efficacy of state coordination of local colleges. Oastler (1976) clearly feels that state coordination is a positive process that results in greater effi-

ciency in education, and acts to stabilize the educational system so that systemwide problems are handled in an orderly manner. Similar pro-state views are expressed by Alexander (1975); Woodbury (1976); and in *Total Education: The Duty of the State* (1977).

On the other side, Zoglin (1977b) claims that the trend toward state control shows no sign of abating, and if left unchecked will further circumscribe the autonomy of colleges. She claims there is little evidence to substantiate the value of state coordination, and views it mainly as a political process. In making recommendations for funding community services instruction, Zoglin (1977a) specifically discourages colleges from going after state monies for fear of tight restrictions on course content. Young ([1976]) feels even more strongly that government interference in education will irreparably damage higher education, claiming it has an adverse effect on students, teachers, and administrators alike.

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